WEST SEDONA COMMERCIAL CORRIDOR SPECIFIC AREA STUDY PHASE ONE

Final Report

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WEST SEDONA COMMERCIAL CORRIDOR

SPECIFIC AREA STUDY - Phase I

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Preface

This is a complex document. It is not complex because of its content, which is rather simple. It is complex because of its detail, because it is composed of a myriad of small pieces which work together to create a city. There is no escaping this complexity because that is the nature of cities.

However, one can delve into this complexity only as needed. The document is broken into simple parts that can stand alone. One can read only about land use, or only about a particular sub-area, or use, for example, only *one* of the many maps as a guide for planning. They all work together, but for the sake of simplicity and efficiency any particular part can be separated and implemented without having to understand the whole...although that is certainly recommended!

It is a simple document in that, ultimately, it lists a few, simple "quick victory" projects that can occur throughout the study area. For those who may get bogged down in the text, skip it and go directly to some of these solutions (Section II - Sub Area Guidelines). Making the vision for a beautiful city become a reality is as simple as painting a wall and planting a tree. It is just a matter of actually doing many small improvements, and working consistently towards the community's goals.

WEST SEDONA COMMERCIAL CORRIDOR SPECIFIC AREA STUDY - Phase I

SECTION I - OVERALL PLANNING AREA

1. GENERAL OVERVIEW

Introduction

As a newly incorporated City, situated in two separate counties, Sedona has historically developed two distinctly separate commercial areas as a result of different growth characteristics administered under different county jurisdictions. Prior to the City's incorporation in 1988, there was virtually no coordination of land use and circulation patterns between the two counties resulting, for all practical purposes, in two separate communities.

In the Coconino County portion of the City, the commercial area, generally known as "Uptown" Sedona, extends roughly north and south from the intersection of state highways (SR) 89A and 179, and has developed primarily as a visitor-oriented commercial district with numerous retail shops, galleries and major resorts.

In the Yavapai County portion of Sedona, the commercial area extends in an east/west direction either side of Highway 89A from approximately the county line on the east to nearly the city limits on the west. The entire Yavapai County portion of Sedona is commonly referred to as "West Sedona" and contains the bulk of both commercial and residential land uses in the community. Historically, the commercial area has developed differently from Uptown Sedona, with more locally-oriented service, heavy commercial and some light manufacturing uses. The most significant characteristic of this area, however, is its "strip" orientation with numerous individual business accesses (curb cuts) situated very close together, extending for three miles along the SR 89A corridor. Additionally, the center lane of the highway (often referred to as the "suicide" lane), while intended to function as a two-way left turn lane, is increasingly used (and often necessary) as an acceleration lane for vehicles attempting to merge with heavy highway traffic. This lack of access control, coupled with a lack of interconnected parking lots, no alternate vehicle routes and very few controlled and/or signalized intersections, has resulted in a very precarious traffic situation in the community.

As more of the existing commercially-zoned area becomes developed, this situation will not get any better and rapid commercial growth is now occurring partly due to the recent construction of the new City sewer system which has freed up some areas for development that otherwise would have been utilized for septic systems. In mid-

1993, in response to concerns regarding this rapid pace of commercial development, the Sedona City Council initiated a planning process to begin to address circulation, land use and aesthetic issues related to the West Sedona commercial corridor.

The West Sedona Commercial Corridor Study is intended to provide a framework through which future public and private sector improvement projects may be integrated and implemented. The overall planning effort will be conducted in two phases. The Phase One conceptual planning is expected to serve as a guide for future proposed implementation opportunities as they arise. These implementation opportunities will include Capital Improvements, private development, and coordination with Arizona Department of Transportation regarding highway improvements, among others. Phase One is intended to result in specific amendments to the Sedona Community Plan and general implementation actions for future consideration. Phase Two will involve the creation of a detailed Specific Area Plan that will be consistent with the recommendations of the Community Plan and serve as an implementation tool for the Plan, as provided in Arizona Revised Statutes.

This planning effort is intended to promote continuity of pedestrian/vehicular circulation, transit, land use, and landscaping and design objectives within the overall planning area. Transitional land uses and commercial activity centers are among the issues to be addressed.

Background

As a guide for future community growth and development, the Sedona Community Plan (adopted in November, 1991) fulfills the statutory requirements for a "general plan" by including land use and circulation elements and by providing goals and policies for these elements. By community consensus the Plan also provides much more than these basics, including several other elements such as Environmental Quality/Open Space, Arts and Cultural Resources, Parks and Trails, and Regional Coordination. These elements and their inter-relationships were and are important to the City's well-being and quality of life, and critical to the challenge of maintaining Sedona's scenic and natural resources.

Since the Sedona Community Plan had to focus mainly on the most critical issues in a fairly general manner, one of the implementation actions it suggested was the preparation of specific area plans. These were meant to address more detailed planning recommendations for certain areas of the city. The recommended areas were the Uptown/Creek District (Phase I plan completed in April 1993) and the West Sedona Commercial Corridor (89A).

The preparation of Phase One of a specific area plan for the Uptown/ Creek District was begun in August, 1992 and completed in April, 1993, with additional public input opportunities provided through the end of 1993. Following on the heels of the completion of the Phase One recommendations for Uptown Sedona, the City began making preparations to begin a specific area plan for the West Sedona Commercial Corridor in early August, 1993.

Planning for the west Sedona area is not a new concept. A previous planning effort initiated by Yavapai County for west Sedona was in its final stages when the City incorporated in 1988. Much of the background data, needs assessments/problem identification and many of the proposed goals and other recommendations are as relevant today as six years ago and the unadopted plan was a resource document for both the Sedona Community Plan and this (the West Sedona Commercial Corridor) planning effort.

Another important resource document for both the Community Plan and West Sedona Commercial Corridor Study was the Sedona Area Transportation Study. This study was accepted by the City Council in July, 1991 and forms the basis for the Circulation Element of the Community Plan.

The initial foundation for this Phase One report came about, in part, from research into all the previous Sedona planning documents: the 1988 Yavapai County West Sedona Plan, the 1991 Sedona Area Transportation Study, the 1991 Sedona Community Plan, and Phase One of the 1993 Uptown/Creek District Specific Area Plan. The West Sedona Commercial Corridor Specific Area Study is an attempt to make a reality of the vision outlined in the Community Plan. Research of general town planning principles (both in a historic sense and in what is being done in current practices nationwide) not only provided good material for this report, but created an overall view of urban planning principles which would be available to those without much training or knowledge of this field. All this information is summarized and available in separate document.

The Phase One planning process included several meetings and workshops with an advisory committee made up of local design professionals and several representatives of community groups (including City Staff, a City Council representative, different City commissions representatives, ADOT, and the Sedona Business Association). This included four formal design charettes and four design workshops for four distinct subareas of the overall planning area. There was also a neighborhood workshop for each sub-area, which included a slide presentation and feedback session. Finally, there were two presentations of the overall Phase One conceptual plan, one to the City Council and Planning & Zoning Commission and one to the general public. The latter included a slide presentation which will be available indefinitely. All of these meetings and their feedback were summarized and are available in separate document.

Organization

The Planning area for the West Sedona Commercial Corridor extends along SR 89A from the City limits on the west to approximately "Real Estate Central" (just east of the Yavapai/Coconino County line) on the east and includes all of the existing commercial and portions of the residential areas to the north and south of the highway. This Phase One report is divided into two main sections, one which addresses the entire planning area as a whole and identifies existing problem areas, general recommendations and implementation strategies, and the second showing the application of these concepts to specific "sub-areas". Four component topics were used in the scope of this Phase One effort: Land Use, Circulation, Urban Design and Economics. Goals and patterns were articulated for each of these and a map for the entire study area showing the application of these patterns was created for the first three.

These overall maps were created from the principles written for each component and also from the actual design work accomplished on specific areas. Four sub-areas were created by focusing on the commercial corridor of 89A and dividing the length of it into manageable portions which allowed for more detailed design to occur. These sub-areas are as follows:

Sub-Area I: The Western Gateway, which extends from the western city boundaries to the edge of the Dry Creek Road intersection.

Sub-Area II: Dry Creek Center, which extends from Dry Creek Road eastward past the Andante and Stutz Bearcat intersections.

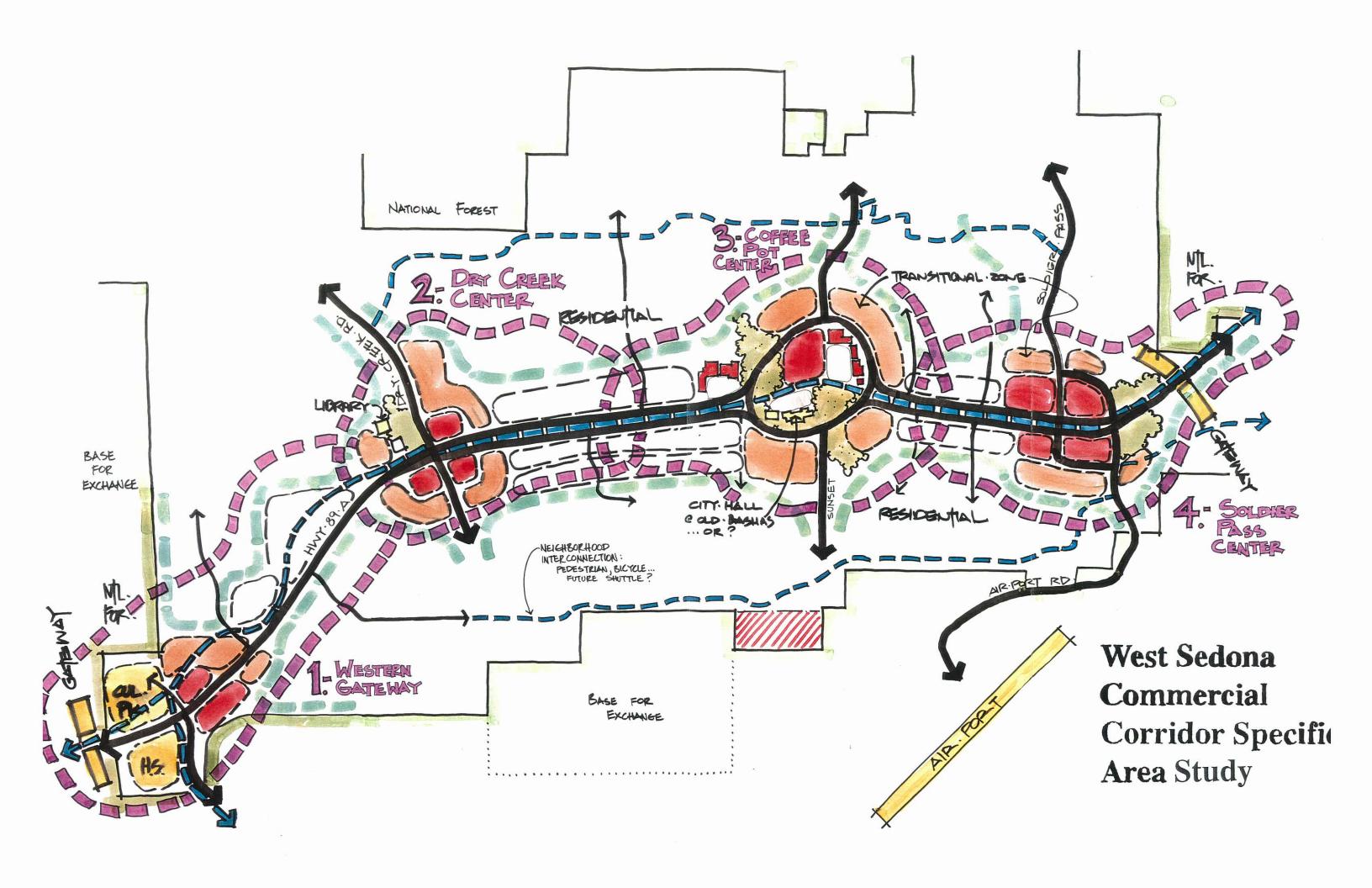
Sub-Area III: Coffee Pot Center, which extends from Stutz Bearcat to the Mountain Shadows Drive intersection.

Sub-Area IV: Soldier Pass Center, which extends from Mountain Shadows Drive-Northview intersection past Soldier Pass Road and down most of Cook's Hill.

A map was created for each sub-area with an accompanying written description and, in some cases, sketches. These designs were based on how the component goals and patterns were applied to each area.

Each sub-area discussion is also accompanied by an implementation component describing "quick victories", potential Sedona Community Plan land use designations and circulation improvements. The sub-area discussions and maps appear in Section II of this report.

Please note that the maps accompanying this report were developed as a result of information available to the Advisory Committee as of early 1994. Some conditions have changed since that time.



WEST SEDONA COMMERCIAL CORRIDOR SPECIFIC AREA STUDY - Phase |

2. ROLE AND PURPOSE

This Phase One Final Report should serve as a guide for both current and long-range planning within the identified geographic area. This report is <u>not</u> an adopted document, and as such, is to be used as a resource in the consideration of future amendments to the Sedona Community Plan and the completion of this planning effort. Additionally, this report may serve as an informal guide for current development proposals for voluntary implementation of provisions not covered by current ordinances and that generally do not involve a proposed change to current zoning. At this point, the Sedona Community Plan will serve as a general guide in the City's consideration of land use changes.

Phase Two of the West Sedona Commercial Corridor Study is expected to result in a Specific Plan (as defined in Arizona Revised Statutes) that is consistent with the Sedona Community Plan. At this time the process and final form of this plan is not known, however, it is anticipated that a more detailed analysis of circulation-related improvements will be the focus of this effort. An adopted Land Use element and Land Use Map is also expected to result from the Phase Two planning process.

It is anticipated that nearly all of the suggested circulation improvements, changes to land uses and other recommendations contained in this report will be initiated and implemented by the private sector through new development or re-development. This can occur voluntarily; through incentives provided both through plan-supported land use changes and new regulations; and through adoption of new regulations with new requirements.

In this Phase, land uses, building and parking configurations, and circulation routes are not rigid. For example, "transitional" areas may not all translate directly into future land use amendments to the Sedona Community Plan, but are representative of areas that warrant further consideration for alternative uses. Actual uses depicted on the Sub Area maps do not necessarily mean that these uses have to occur there, but are suggested as examples of the types of uses that may have some specific benefit for that area. It is not suggested that existing uses must be converted to some other use but that if re-development occurs appropriate uses are identified.

Phase One Maps:

Land Use:

Suggested changes to land uses that are currently inconsistent with the Sedona Community Plan will be further evaluated by the City for possible inclusion in the Community Plan. In particular, the depiction of the expansion of commercial areas, transitional and higher density residential uses must be evaluated relative to the ability of the existing infrastructure to support these changes and relative to the ability of the City to manage its growth as a whole. In some instances it will be the role of the Sedona Community Plan to carry forward some of the recommended changes. In most cases, however, it is the role of the Phase Two process to provide further analysis that may lead to additional map changes. In general, land uses depicted on the maps associated with this report should not be interpreted by the private development sector to reflect the City's position relative to future zone change requests.

It is important to note, however, that some opportunities do exist for making alterations to the existing land uses pattern without further analysis, particularly in conjunction with existing Planned Developments with opportunities for further site plan modification/approvals, where residential-scale transitional uses can be used as a buffer while not intensifying the impact on a residential area, and where an alternative use may provide an incentive for initiating a circulation connection.

Circulation:

It is anticipated that the more significant recommended proposed changes to the circulation system depicted graphically in this report, will be evaluated relative to possible amendments to the Circulation Element in the Sedona Community Plan. Amendments could include major proposed roadway connections, however, other recommended improvements such as commercial driveway locations, subdivision interconnections and highway median placement will probably not be graphically depicted. These other suggested changes, however, will be evaluated relative to the different categories (including listed streets) of roadways in the Community Plan as well as Community Plan policies regarding access control and other roadway connections. Much of Phase Two of this planning process will be devoted to further analysis of the circulation improvements graphically depicted in this report. The development sector, in seeking guidance from this report, may benefit from the graphic depiction of alternate access/driveway locations and other roadway connections most directly associated with the commercial areas adjacent to or near the highway.

Please note that the maps accompanying this report were developed as a result of information available to the Advisory Committee as of early 1994. Some conditions have changed since that time.

Goals, Recommendations and Policies:

The land use recommendations in this report can be categorized as follows:

- Changes to policies regarding land use locations
- Changes to existing development standards and regulations
- Creation of new land use categories and zoning districts
- Suggested specific property improvements that are supported by the more general goals of the Community Plan
- Identifying appropriate geographic locations for specific uses within a particular general use category.

The first three categories can generally be associated with amendments to the Community Plan and/or Phase Two of this planning process. The last two, however, include recommendations that could be implemented at any time.

WEST SEDONA COMMERCIAL CORRIDOR SPECIFIC AREA STUDY - Phase I

3. PROBLEM IDENTIFICATION AND SEDONA COMMUNITY PLAN GOALS

Although many goals are contained within the various elements of the Sedona Community Plan, the following are probably the most important relative to the future long-range outlook for the community in general and became principal guidelines for the development of the West Sedona Commercial Corridor Specific Area Study:

1. "Maintain the value of Sedona's scenic and natural resources, which are the keystones of our economic strength and quality of life."

The intent of this goal is to make a connection between the economic strength of the community with the surrounding scenic area. This is, after all, what primarily draws people to Sedona. If that becomes threatened, Sedona's economic well-being and quality of life may suffer. One way to ensure some degree of protection for the surrounding natural area is to maintain it in a natural condition. While the Community Plan explores this open space issue in detail (including the establishment of a strong working relationship with the US Forest Service), the West Sedona Commercial Corridor Study carries this goal forward by recommending that a strong "edge" to the city's western boundary be maintained and that a priority be given to developing only within the City's existing private land base.

2. "Promote Sedona's small-town quality of life."

The goal of promoting Sedona's small-town character is just as important as the first, particularly in light of its relationship to the community's economic well-being and quality of life. However in this case, the focus is not on the surrounding setting (except in avoiding urban sprawl), but on the urban design of Sedona itself; on the qualities that would make it a desirable place to live regardless of the natural setting. This report provides numerous recommendations related to this goal, including the transformation of SR 89A into an urban boulevard that is more pedestrian-oriented and less vehicle-dominated, as well as encouraging the development of more focused pedestrian-friendly commercial areas.

Small town character can be hard to define. The image that tends to come to mind is the stereotype of the traditional American town with beautiful old buildings lining Main street. But small town character has to do more with opportunities for human interaction. That is why, surprisingly, many large cities have more of a small town feel than modern, vehicular-dominated suburban towns: this is because the city may have traditional neighborhoods of small scale which have focal gathering points so

that one is bound to run into people one knows on a regular basis. This richness of social life that a city can offer is as important to the quality of life for many people as are beautiful natural surroundings. The West Sedona Study does not try to force the creation of an imaginary, "historical" small town, but instead provides various guidelines in all the elements --- land use, circulation, urban design, economics --- that create the essential qualities that make a small town attractive.

3. "Ensure safe and efficient vehicular and non-motorized traffic circulation both within and through the community."

The goal of ensuring safe and efficient traffic circulation impacts the first two goals in terms of quality of life issues. For example, the maintenance of surrounding open space and its natural qualities could be threatened by the possibility of new highway construction. A small town atmosphere could suffer both from excessive traffic congestion or, on the other hand, road widenings that could destroy the urban fabric, making it a town fit only for automobiles.

Currently, there is a major conflict between the need for the highway to efficiently carry "through" traffic, and the needs of the community relative to the daily business activities and social interaction within the corridor. the challenge will be to somehow allow both highway/corridor functions to coexist with minimal conflict, while simultaneously using solutions that are not contrary to the first two goals.

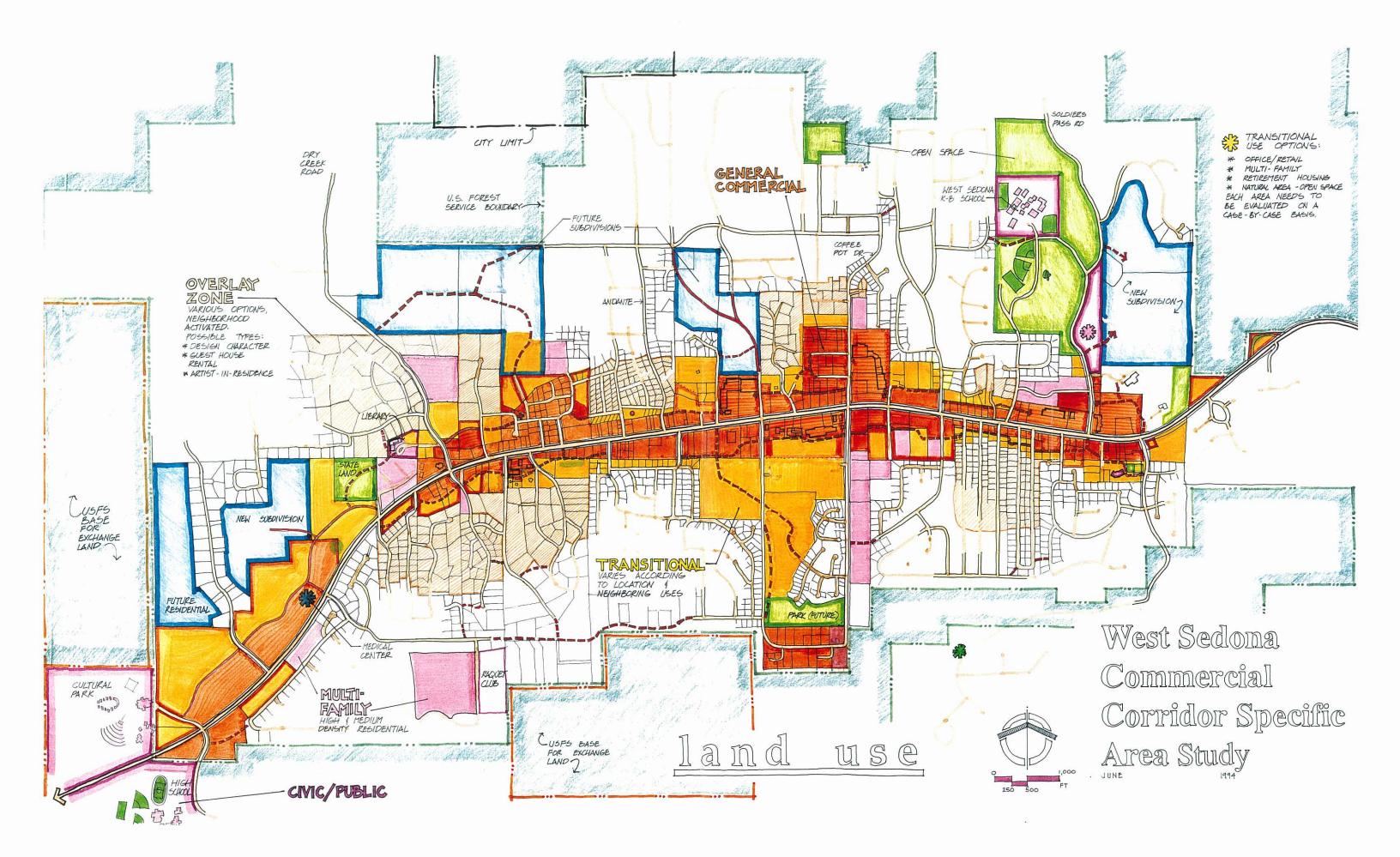
The Sedona Area Transportation Study identified a number of existing circulation system deficiencies and concluded that both highways 89A and 179 would soon, if they do not already, exceed the theoretical design capacity that these facilities were intended to carry comfortably and safely. Based on the traffic forecasts presented in the study, area traffic is projected to double on Sedona's highways by 2010 and may have already doubled on some highway segments. It is important to understand, however, that most of the intense traffic congestion is not the result of the number of vehicles entering and driving through the community, but instead is caused by numerous local trips, often from one driveway to the next, all turning onto the highways.

Two measures traditionally implemented to address roadway capacity issues - highway widening and construction of new roadways (alternate by-pass routes), run counter to the Sedona Community Plan's stated goals of preserving the areas' natural beauty and small town atmosphere. As an alternative, the Community Plan advocates the implementation of as many other highway improvements as practical and the exploration of new roadway linkages, including connections between subdivisions. A significant focus on the study of transit-system feasibility and a greater pedestrian-related emphasis is strongly recommended to diminish local and visitor dependence on the automobile.

Improvements to the highways themselves were assigned the highest priority in the Sedona Area Transportation Study. In addition to the lack of needed subdivision connections, the study identified several system deficiencies at certain locations in the west Sedona area, including road segment congestion, unacceptable levels of service, high incidence of vehicle accidents and lack of access control (too many curb cuts) throughout most of the corridor. The more obvious solutions include the development of access control measures (such as consolidation of curb cuts, possible implementation of medians), frontage roads, signals and intersection re-alignment.

It is difficult to discuss circulation and land use issues separately. In many cases circulation needs require a re-thinking of existing land use patterns, in some cases new land uses raise new circulation issues and in other cases, broader community goals require that inter-related land use and circulation solutions be developed simultaneously to address common problems.

The Land Use, Circulation, Urban Design, and Economic goals and patterns which follow are specific ways to try to implement these primary Sedona Community Plan goals. They also try to meet many other goals in the Plan relevant to West Sedona, with some solutions drawn directly from what the community suggested in the earliest planning efforts, since they are still relevant. All of these elements work together and should be coordinated accordingly.



WEST SEDONA COMMERCIAL CORRIDOR SPECIFIC AREA STUDY - Phase I

4. LAND USE GOALS AND PATTERNS

Overall Goals:

- 1. Provide land-use patterns that preserve the natural open spaces surrounding and extending into the city.
- 2. Provide land-use patterns that improve/create Small Town atmosphere.
- 3. Provide land-use patterns that encourage multiple transportation modes and the options to use these.
- 4. Provide land-use patterns that can transform Hwy. 89A from an automobile-dominated, standard commercial "strip" into a more attractive publicly-oriented "boulevard" in which people are encouraged, by design, to come together and enjoy the social interaction of their activities.

Recommendations:

1. PROVIDE LAND USE PATTERNS THAT PRESERVE THE NATURAL OPEN SPACES SURROUNDING AND EXTENDING INTO THE CITY.

Discussion:

It is recommended that no westward expansion of the City's "built" environment occur beyond the High School and proposed Cultural Park. Such expansion would involve a land exchange within the existing National Forest. The maintenance of the National Forest lands west to the City limits will create a strong "edge" that can be identified by residents and visitors, not only helping to strengthen the image of a small town, but also maintaining a smaller area in which to resolve circulation problems. Likewise, the National Forest lands immediately east of the Yavapai/Coconino County line on the northeastern edge of the planning area should remain as public lands.

Recommendations:

- A. Discourage future USFS land exchanges within the planning area, with the exception of community-supported, public/semi-public uses (eg. Sedona Cultural Park).
- B. Pursue an inter-governmental agreement with Yavapai County to help ensure that lands between the City limits and the City's wastewater treatment facility will remain in a natural condition.

- C. Ensure the maintenance of the Soldier Wash (forest "finger") area in a natural condition, as a visual and hiking access corridor which reaches from red rock wilderness areas directly to the 89A corridor. Such forest fingers make the natural areas proximate and easily accessible to all citizens.
- D. Encourage new development to infill and densify within the current planning area. Priority should be given to infill of areas around existing and future pedestrian-oriented uses, facilities and areas, including revitalization of unused, vacant buildings.
- E. Encourage the densification of the areas around commercial activity centers (by way of multi-family housing or overlay zoning) for ease of pedestrian access and connection to future transit.

2. PROVIDE LAND USE PATTERNS THAT IMPROVE/CREATE SMALL TOWN ATMOSPHERE.

Discussion:

In a small town environment it is important to create compact development to minimize the distance between activities and to obtain a good mix of uses in order to create less need for travel (such as in the mixed use of work and residential as opposed to the total segregation of these activities). Flexible land use can create stronger and more effective communities: opportunities for conversion are not lost because of zoning that is too limited in scope, and the uses which most naturally work together - neighborhood stores, apartments above storefronts, businesses in residential-scaled buildings - have an opportunity to thrive. It is also important to provide for basic local service needs such as auto repair, light manufacturing uses, lumber yards, storage space, etc., in light of an economic situation that may make other uses more profitable. Another characteristic of small-town character is a compatible relationship between residential and commercial land uses. This is evident where commercial areas are easily accessible to residents within walking distance and where the types, location and orientation of commercial uses do not have a detrimental impact on nearby residents.

Recommendations:

Public Gathering Places & Transitional Buffer Areas

The negative impacts of land-use on urban design are often overlooked. For instance, huge parking requirements and setbacks create vast paved spaces that are empty most of the time and which are inimical to the pedestrian (although convenient). They create unnecessarily large distances between buildings and destroy any sense of an

inviting and convivial space for people --- the antithesis of small town character. Abrupt changes in zoning from commercial to residential can often result in incompatible neighbors. By a combination of land use and design, these problems can be overcome without sacrificing convenience or accessibility.

- A. Encourage the development of more pedestrian-intensive uses where "centers" are already naturally occurring (such as Coffee Pot/Sunset, Soldiers Pass Road, Dry Creek Road) or will develop in the future (High School/Cultural Park/Navoti area). Although 89A itself is not a "center". it is still Sedona's main public space and is addressed in its own section (see "Urban Boulevard").
- B. Designate land uses around these centers and the commercial corridor that will both act as a buffer between commercial and residential zones, and that can promote a high level of activity. This may vary from multi-family housing; housing above commercial or office uses; office uses in residential buildings; hotels in residential bungalows; parks, etc. The type of use should be encouraged which best serves the center core use: for instance, assisted retired living and professional office uses would be appropriate around a medical center, whereas a hotel use would be better centered around a cultural or tourist activity. The intent of the "buffer" or "transitional" areas should be clearly identified according to the needs of their location. They are not meant to create more commercial space that can impact on residential areas, but rather are an intermediary zone that can transition gracefully from intense commercial zones down to a residential scale (or a comparable use impact to single family living). The intent is to eliminate the problem of the residents bordering commercial areas who have to bear the brunt of negative impacts of commercial zones and act as a sort of shield for the neighbors behind them.
- C. Promote the location of civic uses, such as a City Hall, in the most public and active places in order to:
 - 1. be highly visible and more accessible to everyone as symbols of the community.
 - 2. take advantage of the landmark quality of civic buildings for creating the traditional sense of place of small towns.
 - 3. take advantage of their communal quality to create a public gathering place, and possibly be a catalyst or anchor for one of the centers which are being created on the corridor.

Since the amount of civic buildings is limited, other potential anchors and symbolic buildings (such as movie theaters, bowling alleys, youth centers, or other places of public assembly) should be encouraged in the centers for the same reasons.

- D. Encourage and identify locations for a youth center(s). Since good public gathering space welcomes youths as well, smaller uses (versus a huge youth recreation hall) for youths should be located where they can strengthen the activity of a particular center.
- E. Provide sufficient space for "light industrial"/heavy commercial uses that are necessary for basic services (such as auto repair), since these are in danger of losing ground due to attempts at beautification of the greater urban area and demand for other more profitable uses. Some of these services can be accommodated in transition areas, possibly creating more area than is currently available.
- F. Encourage the preservation of historic buildings and the development of character districts around such structures. If it is not possible to create a large district, at least ensure the contextual design of neighboring structures.

Neighborhood Identity and Connection to Centers

- G. Encourage the creation of larger "neighborhood" configurations out of the potpourri of existing small neighborhoods (since many of these already blend together and do this anyway) in order to see how these can best relate to the developing centers. This will help:
 - 1. guide circulation patterns (of all types) for creating the most effective access from residential to commercial areas.
 - 2. act as a guide for recommending which uses are most desirable in the centers in order to best serve neighborhoods.
 - reveal the opportunities for locating and creating realistic neighborhood centers (whether it be corner grocery store, day-care center, small meeting hall, park, transit stops, etc.) which are further removed from the corridor.
 - 4. provide the opportunity for creating a stronger sense of place (by landscaping, gateways, streetscape design details) which can not only strengthen the small town character of the town as a whole, but add to the value of the neighborhood.

These neighborhood configurations should be created not just from similar zoning densities, but from actual physical boundaries, be it streets or natural landforms that presently create "borders" (something judged out in the field, not on a zoning map).

- H. Allow for work in the homeplace throughout the city as long as it retains the residential character of the area (see Arts & Cultural Commission suggestions on this issue) and avoids commercialization of residential neighborhoods.
- 1. Create overlay zones (out-building rental/guesthouse-grandparent flats; cottage industry/retail; etc.) where they can:
 - 1. strengthen the activity around commercial centers.
 - 2. enhance the character of an existing neighborhood.
 - 3. where neighborhoods desire some sort of overlay zoning (for example, in order to create a unique character district).

Such zones also address an important Sedona problem: the availability of more smaller scale/affordable housing. It also can benefit "empty nesters" by providing them the opportunity for rental income.

J. Provide for specialized types of housing, such as that for the elderly, so that no demographic segment of the community is shut out. They should be located where they provide the most convenience to their users (such as areas which are proximate to the commercial core).

Tourism

Land use can provide the flexibility to allow the tourist industry to thrive while at the same time mitigate its negative impacts. If land use issues relative to tourism are not addressed with a special sensitivity, local resentment of the visitor trade may override the economic rewards.

- K. Always maintain a mix of local service uses in order to avoid creating any single tourist zone (89A becoming a motel strip, for example). However, take advantage of these tourist uses and spread them judiciously throughout the study zone as both potential anchors in centers, or as sources of the higher density pedestrian traffic that can make these centers even more successful.
- L. Allow certain hotel uses to locate in transitional areas. Other cities have examples of large hotels that are in the middle of residential areas and because of their scale and design not only make good neighbors, but add to the value and character of the neighborhood itself. To locate these in the transition areas could be ideal not only as a buffer for residential areas, but to have them conveniently close to commercial center or boulevard activity.

- M. Study how the wealth and benefits of tourism can be made more widespread by land use policy. For instance, although bed and breakfast areas may be ideal in the transition areas between commercial and residential areas, smaller scaled units (such as one room or a "carriage house"-type out-building) could be available in most single family residential areas without detriment to the neighborhood (see Planning Policy).
- 3. PROVIDE LAND USE PATTERNS THAT ENCOURAGE MULTIPLE TRANSPORTATION MODES AND THE OPTIONS TO USE THESE.

Discussion:

It is imperative that a variety of circulation options are pursued that together will help address increasing traffic problems. The fundamental cause of many of the circulation problems is the intense dependence on the automobile. Although building more and wider roads may alleviate the problems, it will not solve them. Land use planning is thus critical as a method of lessening this dependence and of making vehicular traffic have less negative impacts where it does occur. There is a need to understand the impact of land-use on circulation, for whereas the circulation solutions address the traffic problems directly, land use attempts to work at the root of the problem and make driving less necessary in the first place. In addition to the creation of compact development, higher density areas combined with a rich diversity of activities also create focal destinations and gathering areas which make the success of a mass transit system viable.

Recommendations:

The development of pedestrian centers along the corridor can help minimize automobile use by:

- 1.) creating centers that are readily accessible to neighborhoods by alternatives other than cars.
- 2.) creating convenient and effective pedestrian loops so that one can park and not have to drive from place to place (providing the design does not create a parking lot so vast that it is easier to drive around a parking lot).
- 3.) creating locations for larger amounts of parking or parking structures (providing these fit in with the small town character goal) that can be accommodated at these centers. this would not only serve more uses more effectively, but encourage the use of transit system where one can "park 'n' ride". This is especially true for potential tourist use (such as the Cultural Park).
- 4.) creating destination points that can make the use of a transit system very viable, especially considering the linear system on 89A which allows for simple back and forth routes. Successful centers can help create a successful transit system and vice-versa.

- A. Encourage the development of pedestrian-oriented centers that can help minimize automobile use.
- B. Encourage the densification of the areas around the commercial activity centers (by way of multi-family housing or overlay zoning) for ease of pedestrian access and connection to transit.
- C. Locate tourist uses (such as hotels) in the commercial centers, on the corridor (but not enough to create a "hotel strip", of course!), or in transition areas in order to discourage or minimize the need for reliance upon individual automobile use.
- D. Assess types of commercial uses that would be compatible for shared parking, and encourage their proximate locations.
- 4. PROVIDE LAND USE PATTERNS THAT CAN TRANSFORM HWY 89A FROM AN AUTOMOBILE-DOMINATED, STANDARD COMMERCIAL "STRIP" INTO A MORE ATTRACTIVE PUBLICLY-ORIENTED "BOULEVARD" IN WHICH PEOPLE ARE ENCOURAGED, BY DESIGN, TO COME TOGETHER AND ENJOY THE SOCIAL INTERACTION OF THEIR ACTIVITIES.

Discussion:

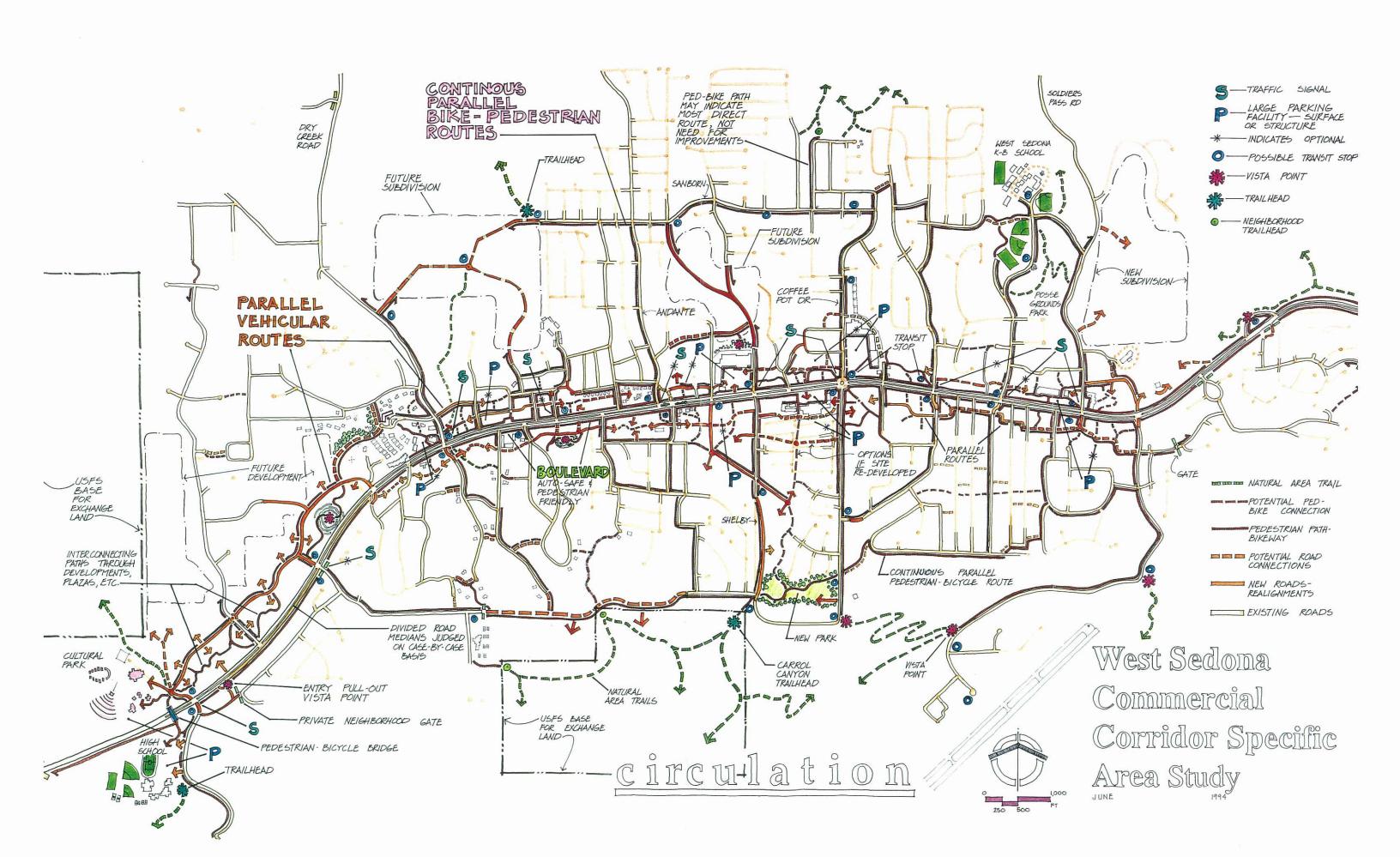
Urban Boulevard 89A: Main Street, Sedona

The lack of "small town character", even in a small town(!), can be seen in the sterility of the urban environment: a commercial corridor dominated by vehicles, both parked and moving, in treeless and uninviting monotony, the hallmark of the ubiquitous "strip" commercial land use pattern. The zoning which creates the Strip is anti-social, the street acting as a divider as opposed to the multi-purpose character of the traditional Main Street. The old Main street allowed for a variety of activities, not the least of which was the creation of a public realm --- the heart of a town. Main Street becomes a true destination as opposed to merely a zone to travel through.

Recommendations:

- A. Place uses on the highway that encourage people to come together to celebrate and enjoy public life.
- B. Focus most social activities on "Main Street" 89A (cinemas, general retail, restaurants, public gathering places) and determine which are best on the boulevard itself and which are better suited to being deeper in the commercial centers. Above all, let some glimpse of the activity be seen from the boulevard, since it is people that attract people, not cars in parking lots.

- C. Surround areas of social activity with transitional uses which can provide greater numbers of people, strengthening the life and attraction of these centers, for no matter how wonderful the setting, you can't have a party without people. This is important in that an essential aspect of small towns is not so much the physical design but the opportunity for face-to-face and familiar encounters.
- D. Work with merchants and landowners to try to discover the best mix and orchestration of uses in centers and on the boulevard (for example, where to put gas stations, or which uses of a quick "strip" convenience nature would be better off along the boulevard than in the center). Frontage roads and back-alley potentials may also affect the recommended uses.
- E. Remove uses from the boulevard which are inimical to its goals as an attractive place to be and see (such as light-industrial type uses), but make sure and provide substitute locations. Each case must be judged individually in the context of its surroundings, considering design alternatives that could meet boulevard goals and still allow the use to stay. Above all, do not remove vital local services just for the sake of boulevard beautification: it is more important to have a "real" town than a pretty facade that tends to cater more to tourists. Never lose sight that this is a local place of everyday life as opposed to an imbalanced locale of tourist-only gift shops.
- F. Revise the parking ordinance for all commercial zones to encourage shared parking. Allow for business to provide less or no parking if they will share with a neighbor or provide parking or transit improvements off-site that would address the need. Allow for greater density trade-offs as an incentive for pedestrian and transit improvements, or creative shared parking solutions.
- G. Allow flexibility in setback and height requirements according to design intentions which can create a stronger sense of definition along the boulevard. Although this is a design issue it is also one of land use, for if the environment is dull, monotonous and inimical to humans, it will fail in its intended land use as a "public gathering place". Contextual design how buildings relate to each other and the public space, can strengthen the sense of place as opposed to isolated buildings with no relation to each other which may meet all City requirements, but just add to the monotony of the Strip.



WEST SEDONA COMMERCIAL CORRIDOR SPECIFIC AREA STUDY - Phase I

5. CIRCULATION GOALS AND PATTERNS

Overall Goals:

- 1. Provide for safe transportation and optimum efficiency within the context of:
 - a) Improving Small Town Atmosphere
 - b) Creating an "Urban Boulevard" out of 89A, recognizing that it cannot remain a "Highway" or a "Suburban Strip" and preserve our main community goals.
 - c) Providing access to places in the least destructive manner possible.
- 2. Provide for multiple transportation modes with alternatives for different functions and purposes, allowing for as many choices as possible.

Recommendations:

- 1. PROVIDE FOR SAFE TRANSPORTATION AND OPTIMUM EFFICIENCY WITHIN THE CONTEXT OF:
 - a) Improving Small Town Atmosphere
 - b) Creating an "Urban Boulevard" out of 89A, recognizing that it cannot remain a "highway" or a "suburban strip" and preserve our main community goals.
 - c) Providing access to places in the least destructive manner possible.

Discussion:

Until and unless the citizenry demands otherwise, the City should accept the fact that there are no realistic by-passes to West Sedona, either on the North or the South. This is due not only to the terrain, but to quiet neighborhoods not wanting the added traffic and noise, nor the city as a whole wanting such negative impacts in their wilderness surroundings. Options such as transit-only loops (from Soldier Pass to Uptown, for example) have yet to be assessed, but beyond impact issues, just the cost of such facilities in difficult terrain could make them prohibitive.

The Sedona Area Transportation Study also showed that even with 35 mph parallel routes, main traffic will still have to use 89A (especially considering that most of the traffic on the highway is short trips to access services on it), therefore pointing to the need to use other solutions such as land-use policy in order to try and minimize some of the traffic on 89A.

Recommendations:

Small Roadway Network

Although building more and wider roads may help to mitigate some of the traffic problems, it will not solve them. It is therefore essential that a variety of smaller options are pursued that together will help address these problems.

- A. Pursue off-highway neighborhood roadway connections to provide options for residents to visit or take alternate routes without having to use the boulevard. These should *not* be designed to encourage use as a regular highway by-pass by *non-local* neighborhood residents. Therefore:
 - 1. limit the speed to 25 mph on all roads but 89A.
 - wherever possible, roadway connections should not line up. Create necessity
 for jogs and right or left hand turns, rather than sweeping s-curves (circuitous
 routes will tend to have only local use).
 - 3. use stop signs frequently at intersections on these connections.
- B. Provide parallel routes as close to the highway as possible. These can be both frontage roads (such as tree-lined parking lanes as buffers between boulevard and pedestrian/building area) or of a back "alley" configuration (with access to parking behind buildings so these can create a more sheltering and inviting boulevard pedestrian zone). The intent is not only to provide alternate routes to take traffic off of 89A, but to have potential detour routes for emergencies or road repair.
 - Although all these stretches of parallel routes adjacent to 89A will not be connected, they should be able to provide an *overall* network which can offer alternate options for the length of the boulevard as a whole. The appropriate solutions will begin to be examined in each of the sub-area maps.
- C. Plan for a grid of streets at the commercial activity centers on 89A to provide for more flexibility and circulation options. Commercial zoning should be 3 and 4 blocks deep around these intersections, differing from the strip zoning in between. This can be adjusted accordingly in each sub-area of the planning study.

Urban Boulevard 89A

An "Urban Boulevard" probably means reducing the "level of service" that we expect from 89A. Changing our standards thus would make for slower speeds, slightly longer waits for turns, travel times, etc., but would also allow it to be more pedestrian friendly and avoid the creation of a much wider multi-lane highway which would

destroy the small town character. Highway 89A must function safely as our main transportation route, not only because of the majority of commercial area already existing on it, but to keep the negative aspects of vehicular transportation in a controlled channel which is buffered from quieter zones.

Although SR 89A must continue to carry all of the "through" traffic safely and efficiently, its orientation as an urban boulevard would mean it should also focus significantly on pedestrian, and non-motorized vehicular needs, functioning less as a route for local, motorized vehicular trips. Many improvements, such as signalization and offset intersection alignments, will help increase the highway's efficiency, but will do nothing to reduce vehicle trips. Several other planning solutions such as the establishment of access control measures (curb cut reduction, median placement), interconnection of parking lots, alternative off-highway access routes and subdivision interconnections, however, will help.

- D. Explore reducing current standards (allowing a lower "level of service") in order to create a boulevard experience on 89A. This does not have to be negative in its connotations; in fact, it should allow us to help improve traffic conditions with the following potential solutions:
 - Reduce the speed limit. Study this to determine what is optimum (for vehicular movement, for creating a more comfortable pedestrian experience, for safety [are there more accidents at high speeds than low?]).
 - Use planted medians, allowing for left turns at selected intersections only.
 Design these so that emergency vehicles can cross them at more frequent
 points if necessary, and so that at intersections they can act as "safety islands"
 for pedestrian crossings.
 - 3. Explore alternate signalized intersection designs. These should allow for Uturns and the possibility of smaller signal standards (the U-turn issue should also be studied in terms of how often U-turns actually occur, in order to judge how many such intersections are worth widening for this use).
 - 4. Re-examine best locations for signalization and off-set intersection realignments. Evaluate which realignments have the highest priority.
 - Use an alternate and improved curb cut flare design, and reduce the number of curb cuts where possible or where access is confusing. Use access off side streets wherever possible.
 - 6. Make a safe transition off of higher speed boulevard, either by way of right lane turn lanes, potential frontage roads, or simply lowering the speed on the boulevard so that turning off of it does not create dangerously abrupt traffic slow-downs.

- 7. Require adjacent parking lots to provide connections. Let these be circuitous or use other design standards (speed bumps, different & rougher paving textures) to slow parking lot traffic down so as not to encourage unsafe speeds off the highway with these connections.
- 8. Create a standard and highly visible (day and night) building numbering system.
- 9. Provide an effective lighting system at intersections and pedestrian crossings.
- E. Revise the parking ordinance for all commercial zones to encourage shared parking (see Land Use Goals & Patterns, "Urban Boulevard", F.)
- F. Locate options for parking structure sites, and maximize the use of parking alternatives (i.e., on-street parking or courtyard parking versus large parking lots).
- G. Provide a striped Bike Lane on each side of 89A.
- H. Sidewalks should be separated from the street on 89A, preferably by a planted strip with a buffer of trees, but at least with some clear demarcation between pedestrian and vehicular zones (such as different paving material and the use of bollards). Other amenities that make people want to walk should also be part of the pedestrian zone: storefronts close to the walkway, no huge gaps between buildings, benches and sitting walls, etc. (see Urban Design Guidelines).
- 2. PROVIDE FOR MULTIPLE TRANSPORTATION MODES WITH ALTERNATIVES FOR DIFFERENT FUNCTIONS AND PURPOSES, ALLOWING FOR AS MANY CHOICES AS POSSIBLE.

Discussion:

The need for alternative transport options is not just to minimize vehicular traffic, but to allow for the mobility of all segments of the community --- the poor, the youth, the elderly --- who become deprived of this in a car-dependent city. It also gives the possibility of choice to those who come to Sedona in search of a less auto-dependent lifestyle.

Connections of various types and methods should be developed between all elements --- neighborhoods, main commercial boulevard, natural open space, parks, individual buildings --- in order to create a responsive and flexible network. This is not only for circulation convenience, but also to link interesting and popular uses in order to create a rich and complex --- and ultimately more valuable --- urban environment.

Recommendations:

Transit

- A. Plan for transit now, even if it will take time for it to become fully viable. Whether it occurs or not, it is essential that the framework (such as centers with a rich diversity of activities combined with medium and high density housing) be developed for transit to become a realistic alternative. This is critical in order that a transit system can have the potential to be a private-for-profit operation.
- B. Provide shuttle stops near each main intersection. These can be design statements that add to the special character of the boulevard.
- C. Explore easements or acquire property for future shuttle connections on a secondary neighborhood loop which is deeper (further from the highway) in the neighborhoods. In conjunction with this, locate potential neighborhood transit stops which are on this circulation loops(s) so that, if a transit system ever came to be, transit access would be possible (and realistic) beyond the areas within walking distance of the commercial corridor.
- D. Assess types of commercial uses that would be compatible for shared parking, and encourage their proximate locations. Shared parking also strengthens the potential and effectiveness of a transit system.
- E. Encourage the densification of commercial activity centers as developed in the Specific Area Plan maps for ease of pedestrian access to transit system (see Land Use guidelines). Successful centers can help create a successful transit system, which in turn can then tie into larger transit routes to alleviate traffic problems in the greater Sedona area, such as:
 - 1. tying in with the Uptown/Creek District
 - creating a loop to the Village of Oak Creek (via some crossing of Oak Creek, possible open only to a transit shuttle, emergency vehicles, and bicycles and pedestrians) through the Verde Valley School area and back by 179.
 - encourage commuter shuttles on 89A to and from Cottonwood; up Oak Creek Canyon or Schnebly Hill road; from Phoenix (for tourists on weekends or for special events).

A good transit system is essential in order to make these larger commuter systems a possibility, for otherwise there would be no reason for people to use them: they would only arrive car-less in a town where one can *only* get around in a car.

F. Explore locations for restricted connections (auto-free with access only for pedestrian, bicycle, transit shuttle and emergency vehicles) for giving a transit system an advantage over the private vehicle (and thus an added incentive for use) and where automobile traffic is having a negative impact.

Pedestrian and Bike Paths

- G. Pursue pedestrian and bike path connections between residential neighborhoods as a priority. Unlike the auto connections, they should be as direct as possible in order to make these alternates attractive, efficient and easy to follow. In many cases, property line easements in set-backs may be easier to acquire than whole lots for roadway connections. There should be a main off-boulevard parallel route both north and south of 89A.
- H. Prioritize locations for neighborhood sidewalk improvements, and pursue implementation as possible. Primary paths should bring residents from neighborhoods to the main activity centers and within activity centers, from shared parking to shops and transit.
- Separate sidewalks from the boulevard on 89A by a planted strip or bollards to provide a buffer between vehicles and pedestrians. This is especially important since the land use intent is to make the boulevard a place of social gathering and increased activity.
- J. Provide a striped Bike Lane on each side of 89A.
- K. Create, where possible, off-highway bicycle and pedestrian routes. These can become part of the system of frontage roads/back alley parallel routes. This also offers the potential of "quiet" mall experiences behind the buildings that front the highway.
- L. Provide safe lighting at intersections or other important pedestrian crossings.
- M. Make provisions to serve bicycle parking needs by requiring bike racks as bicycle riding increases.
- * Please note that the City is in the process of preparing a "Trails and Urban Pathways" plan. Prior to the continuation of this planning process, the potential mapped corridors and routes depicted on the following map should be updated to provide consistency with this more detailed planning.

WEST SEDONA COMMERCIAL CORRIDOR SPECIFIC AREA STUDY - Phase I

6. URBAN DESIGN GOALS AND PATTERNS

Overall Goals:

- Create a strong "sense of place", of the special character of Sedona in terms of both native environment and small town atmosphere and design places that enhance the opportunity for face-to-face encounters. Create public spaces that encourage people to come together to celebrate and enjoy public life.
- 2. Transform Hwy. 89A from a standard commercial "Strip" into an attractive main street "Boulevard" and design for the safety of multiple transportation modes.

Recommendations:

1. CREATE A STRONG "SENSE OF PLACE", OF THE SPECIAL CHARACTER OF SEDONA IN TERMS OF BOTH NATIVE ENVIRONMENT AND SMALL TOWN ATMOSPHERE AND DESIGN PLACES THAT ENHANCE THE OPPORTUNITY FOR FACE-TO-FACE ENCOUNTERS. CREATE PUBLIC SPACES THAT ENCOURAGE PEOPLE TO COME TOGETHER TO CELEBRATE AND ENJOY PUBLIC LIFE.

Discussion:

It is important to understand the impact of the automobile on the urban environment relative to design. When priority is given to the needs of the car, the result is an anonymous city with vast parking lots that contribute to an anti-social environment. With this understanding in mind, solutions can be guided so our vehicular areas can become connectors of public life, like the traditional Main Street, rather than divisive barriers.

The negative impacts of land-use on urban design also need to be understood. For instance, traditional parking requirements create vast paved spaces that are empty most of the time and which are inimical to the pedestrian. They create unnecessarily large distances between buildings and destroy any sense of an inviting and convivial space for people - the antithesis of small town character. The original zoning which created the commercial strip is anti-social, the street acting as a divider as opposed to the multi-purpose character of the traditional Main Street. The old Main Street allowed for a variety of activities, not the least of which was the creation of a public realm - the heart of a town. It becomes a true destination as opposed to merely a zone to travel through.

Recommendations:

General Design Principles

- A. Accentuate the character of the locale by use of appropriate architectural vernacular, streetscape materials, and native landscaping.
- B. Use the design of buildings, building ensembles, and location of trees to help preserve, accentuate, and enhance view corridors. The siting of multiple buildings themselves can also create "landmark" views (where there may not be a natural landmark); for instance where a building is designed to be a visual terminus to a street axis. This is a simple way to create a strong sense of place.
- C. Carefully evaluate the design of gathering spaces so that they become places of real use rather than just a pretty design. Suggest possible location of plazas (especially any main gathering place which may be anchored by a civic building), as well as potential connections to the boulevard and neighborhoods.

D. Design for comfort.

- 1. For climate shade, shelter from wind or rain, etc.
- For walking avoiding large breaks in walkways such as large parking lots or too-wide street crossings. The latter may be minimized by slowing cars down with turning lanes and then using a smaller curb radius so the pedestrian does not have to cross as wide a street.
- 3. For sitting provide plenty of places, whether benches, sitting walls, or, in the case of plazas, movable chairs.
- For positive space buildings and landscaping which create an inviting sense
 of enclosure. Use of elements such as awnings or arcades which welcome
 people.
- E. Select primary locations for the integration of art pieces. Avoid limiting the use of art as "pieces" that are plopped here and there, and instead focus on the working artists on urban elements (lighting, benches, mile markers or street numbers) or entire environments in order to create places that involve people or inspire some love, loyalty and attachment to place.
- F. Design with safety in mind wherever the pedestrian and automobile interact. This may involve crosswalks of a different material, safety islands to stop at when crossing the boulevard, and good lighting. This also involves slowing the vehicular traffic down for turns across pedestrian paths.

G. Locate and design public restrooms as needed

Commercial Centers

- H. Use landmarks --- statue, fountain, special light signals --- to attract attention to a commercial center as a special focal point on the boulevard. Boulevard corner sites are key to urban design opportunities. Use distinctive landscaping (cottonwoods, sycamores, flowering fruit trees) at the centers that differs from that used on boulevard.
- Use a series of gathering spaces, small courtyards and pedestrian alleys to link the centers to the boulevard. The key is to have good interconnections. Above all let some glimpse of the activity be seen from the boulevard, since it is people that attract people, not cars in parking lots.
- J. Emphasize the art of relationship: of the configuration of space created by buildings to create attractive and well-used spaces (so they are realistic as places for use and not just wasted empty plazas); of the relation of buildings to one another in terms of contextual style and scale; on creating a good sequence of spaces which encourages and enhances pedestrian flow.
- K. Integrate existing suburban shopping centers into larger commercial centers so that both can coexist and strengthen one another. Look into transfers of parking so that overly large parking areas may have building placed on them closer to the street, or located to create more of a positive public space between several buildings.
- L. Use design elements --- quiet alleys, pocket parks, small plazas --- and building types (such as a residential vernacular that can be large or small and work both as office/small retail or residential) that can make "transition" areas truly work as such. The actual physical design of these areas is as important, if not more so, than the zoning label.
- M. Study the possibility of converting main streets from the boulevard into the centers into more active shopping streets of traditional design: shopfronts close to the street, sheltering awnings and trees, parallel parking.

Neighborhoods

N. Beautify right-of-ways of main streets accessing boulevard, possibly turning them into neighborhood gateways.

- O. Create graceful and special pedestrian connections from neighborhoods to the commercial centers which serve them.
- P. Create neighborhood centers which are further off the main corridor, if the opportunity arises, and create contextual landmarks that can add to the identity and character of the neighborhood.
- Q. Point out any opportunities for creating a stronger sense of place (by landscaping, gateways, design streetscape details) that can add to the value of a neighborhood and strengthen the small town character.
- 2. TRANSFORM HWY 89A FROM A STANDARD COMMERCIAL "STRIP" INTO AN ATTRACTIVE MAIN STREET "BOULEVARD" AND DESIGN FOR THE SAFETY OF MULTIPLE TRANSPORTATION MODES.

Discussion:

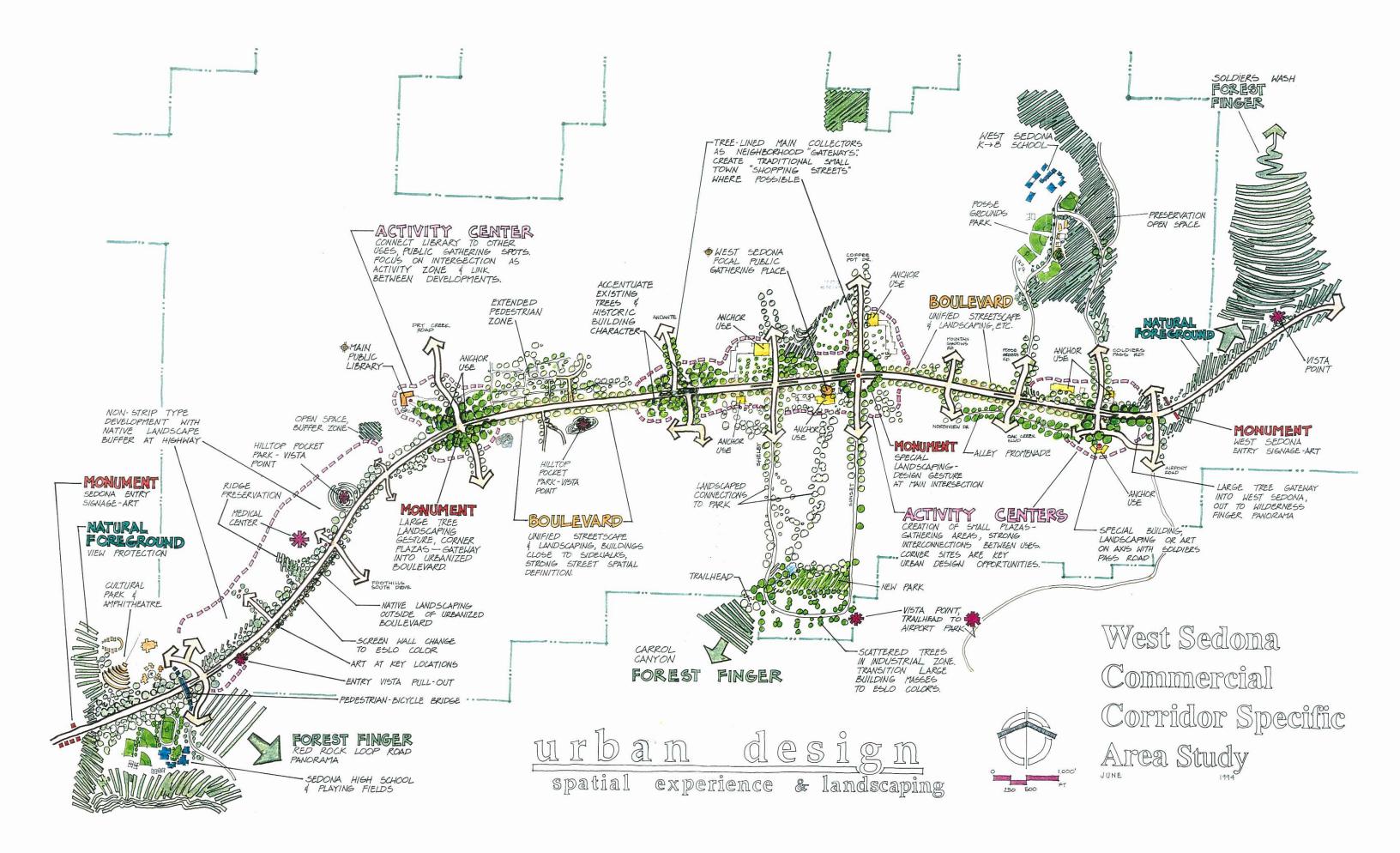
Despite the negative effects of automobile traffic, 89A will be used by those pedestrians whose main concern is being close to activity or who like the safety of being in a highly visible public zone. Therefore, the space should be designed to welcome then, especially since increased pedestrian activity will attract more of the same. Welcoming people and their activities, the "highway" thus becomes a "boulevard".

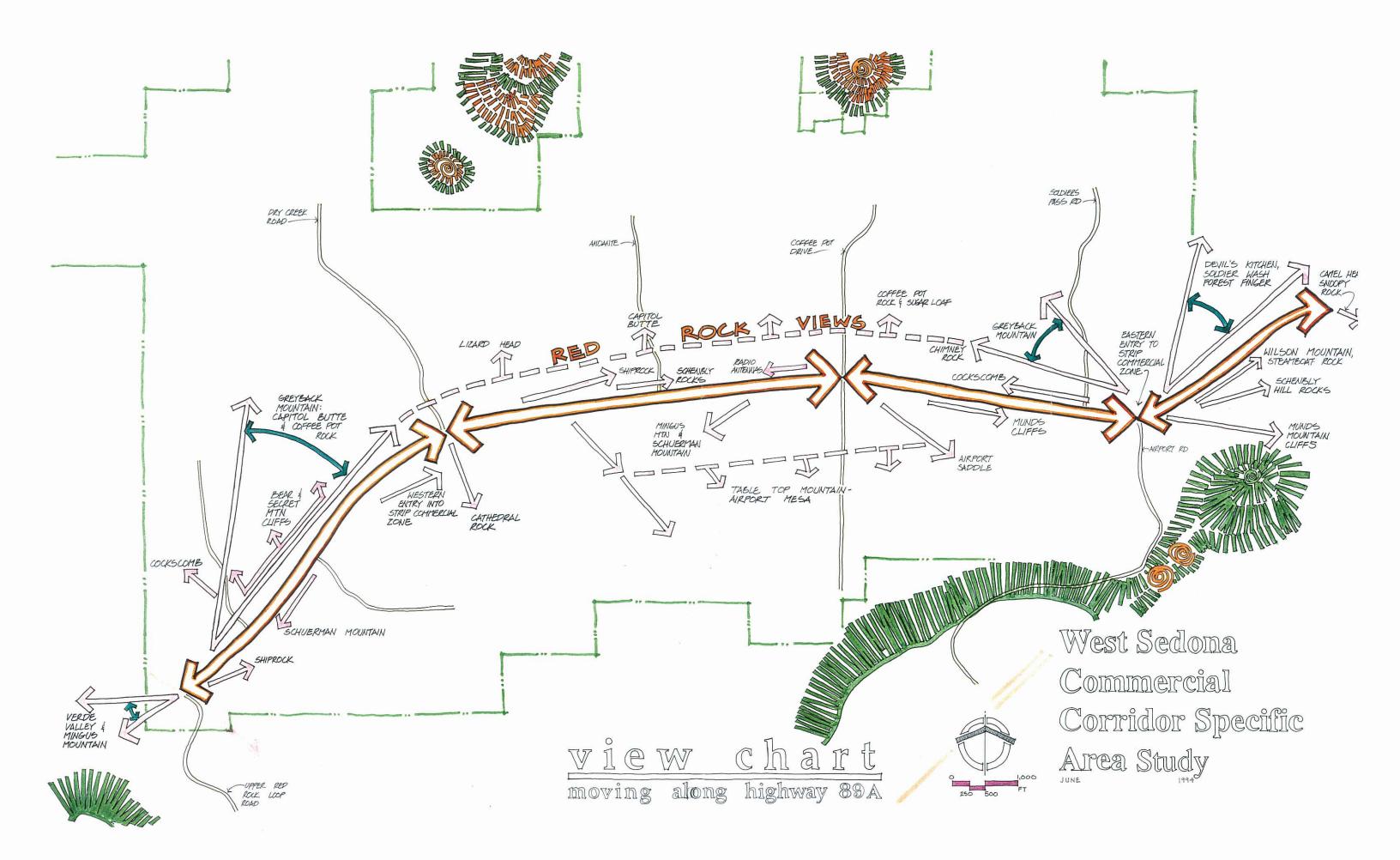
Recommendations:

Urban Boulevard 89A

- A. Create a clear beginning and ending for the boulevard, possible by the design of gateways (bridges, signage, landscaping, etc.) or other design "monuments".
- B. Create a sequence of experiences along the corridor (gateways, focal point/monuments, plaza/gathering places) by either strongly defined spaces or landmarks which break the monotony of "strip" development to create specific "places".
- C. Use buildings and/or landscaping to make the "Main Street" a more defined space. Avoid large gaps in this plane unless purposefully planned for gathering spaces, view corridors, or to open up into deeper commercial centers.
- D. Allow flexibility in setback and height requirements according to design intentions which can create a stronger sense of definition along the boulevard, without being detrimental to views. This flexibility can also create special points of interest, whether it is centers of activity or boulevard monuments (such as fountains or artwork), and break the monotony of strip development.

- E. Encourage parking to the rear of buildings where possible; to the side as long as it does not become too wide; in the front if used for a special propose such as opening to views or to a special community building. If parking has to be in front, between building and boulevard, then apply different standards in order to transform the parking place into a shady tree grove/special event gathering place when *not* used for automobiles.
- F. Create a good buffer between vehicular and pedestrian use (such as trees or bollards), and keep the sidewalk as far from highway as is possible. Avoid having any sidewalks right at the curb of 89A.
- G. Create a coherent streetscape and landscape (native plants and trees) design to unify the entire corridor. This can be broken up at centers, with each center having its own distinctive character. Use streetscape elements --- lamposts, bollards, flower planters on light standards, special event banners, types and patterns of paving, drinking fountains, trash containers, bicycle parking frames, benches, etc. --- not only as beatification elements, but as tools for creating an inviting and successful pedestrian environment. The design concept of creating a Sedona/red rock character should be emphasized on the boulevard more than anywhere else.
- H. Design all boulevard lighting to provide for safety, but also minimize the impact of light in the night sky. This suggests exploring the potential value of low lights (possibly integrated in bollards) which can provide reflected light off the ground, both at sidewalks and at minor street intersections. This would not only meet the stated goals, but also create a special sense of place at night, unique to Sedona. Also examine different solutions for intersections than the present all light standards (such as possibly integrating the light into the signal arm itself).
- I. Design medians as safety islands for pedestrian crossings, as well as opportunities for boulevard beautification.
- J. Integrate transit stops with the thematic design of the boulevard. Also recommend building location and configurations which allow for the best pedestrian accessibility to transit stops.
- K. Create a coherent (easily visible, of standard design, and well-lighted) building/complex number system along the length of the boulevard. Integrate it with the streetscape design.





WEST SEDONA COMMERCIAL CORRIDOR SPECIFIC AREA STUDY - Phase I

7. ECONOMIC GOALS AND PATTERNS

Overall Goals:

- 1. Create a mix of land-uses that strengthen each other economically, and take advantage of the tourist economy without jeopardizing the local mix of uses.
- 2. Coordinate land-use and circulation to provide merchants with as much activity as possible.
- 3. Encourage the development of a merchant's association for the commercial corridor/boulevard and/or its centers, whose goal is to improve the merchandising strength of the entire area.

Discussion:

The development of good urban design and convivial civic experience is important in attracting a wide variety of people to live in Sedona, and this, in turn, can give us the diversity needed for a steadier economic base. Many people leaving larger cities are not just looking for a beautiful natural experience (many places have that) but also for the small town or traditional urban experience: cities where there are gathering places, buildings of character that relate to each other to create beautiful places, and rich diversity of community activities. As telecommunications and computers also change the workplace, with more and more people working at home, the need for public social gathering places may also take on greater importance.

Although tourists don't need to be attracted to Sedona anymore, a good urban design will create the sort of environment where there will be more of a tendency to stay for longer periods of time. This would be a true destination, something that the usual "destination" resort of golf courses and tennis courts cannot compete with. Instead of looking around and commenting on the beauty of the landscape and the ugliness of the town, visitors may find themselves coming back to explore and enjoy the town itself more and more, especially if the design of it becomes a "seat" from which to better enjoy and contemplate the surrounding landscape.

^{*} Please note that the following recommendations should be compared to and consolidated with the economic development directions and considerations contained within the "Business Retention and Expansion" and "Focused Future" programs recently prepared for the City.

Recommendations:

- 1. CREATE A MIX OF LAND USES THAT STRENGTHEN EACH OTHER ECONOMICALLY AND TAKE ADVANTAGE OF THE TOURIST ECONOMY WITHOUT JEOPARDIZING THE LOCAL MIX OF USES.
- A. Create a list of activities that citizens and community organizations can develop which can strengthen the use and popularity of the boulevard as a communal gathering ground. Some possibilities:
 - 1. Parades
 - 2. Special holiday events (similar to Uptown Halloween; could extend to Christmas decorating, Easter walks, etc.)
 - 3. Boulevard walking club
 - 4. Boulevard jogging club
 - 5. Races (running, bicycle, etc.)
 - 6. Sidewalk art events
 - 7. Children events
 - 8. Once-a-week or month events (such as a farmer's market, swap meet, crafts festival, etc.).
- B. Locations for potential overlay zones for neighborhoods should be suggested, since these can affect the economic well-being of an area (by creating opportunities for rental flats; bed & breakfast of a one or two room scale; character districts where actual retail may occur, etc.).
- 2. COORDINATE LAND USE AND CIRCULATION TO PROVIDE MERCHANTS WITH AS MUCH ACTIVITY AS POSSIBLE.
- A. Use design techniques to create a boulevard and centers that are attractive to the people so that they want to be there. Support this by land-uses that create the activity that is also an attraction itself, and which obviously is beneficial to merchants.
- **B.** Maintain centers within walking distance from each other on the boulevard, or provide some type of focal point/sub-center between them to create destination points for the pedestrian.
- C. Promote strong circulation connections in centers for all modes of transportation to the main neighborhoods they serve. Circulation improvements on the boulevard should be made to assure access options to merchants (such as reducing curb cuts only when alternate access from shared parking lots or side streets is in place).

- 3. ENCOURAGE THE DEVELOPMENT OF A MERCHANTS ASSOCIATION FOR THE COMMERCIAL CORRIDOR/BOULEVARD AND/OR ITS CENTERS, WHOSE GOAL IS TO IMPROVE THE MERCHANDIZING STRENGTH OF THE ENTIRE AREA.
- A. Encourage the development of centralized management for the commercial corridor. This is the common denominator of successful main streets (not physical layout, design, or amount of parking). Comprehensive management can provide a variety of services whose intent is to strengthen the corridor economy.
 - 1. The development of a comprehensive merchandising plan. (as opposed to cosmetic beautification of the corridor)
 - Organization among groups to help solve circulation and parking problems.
 This would include the best locations for larger parking areas and links to transit stops.
 - 3. Regular retail advice and feedback for individual merchants.
 - 4. The development of the most advantageous merchandising mix, both in terms of grouping and orchestration of adjacent uses, and in terms of locating uses in the overall scheme of the corridor plan.
 - 5. The ability to go out and find the uses which are desirable.
 - Promotion capabilities: develop a stronger image and identity; market to locals and tourists; work with community groups to develop special events in the boulevard area.
 - 7. The ability to compete with malls and suburban shopping centers that vie for local monies.
 - 8. Shared maintenance programs.

WEST SEDONA COMMERCIAL CORRIDOR SPECIFIC AREA STUDY - Phase I

8. CONCLUSION AND IMPLEMENTATION STRATEGIES

Conclusion

What is the best way to implement this study and other specific area plans? There is a problem of perception in these planning projects, the illusion that there is going to be one marvelous "finalized" plan that says exactly what goes where and when it happens and how it is paid for. On the contrary, plans are meant as flexible and continually evolving documents. Although they present an ideal image of what we think would be the best city, that does not mean they are not open to change and improvement. It is hoped that this image is one that private property owners, residential and commercial, would also embrace since it is meant to benefit everyone, and that by simple adjustments in the development of their projects they can help realize the plan's vision.

Although specific plans are guides for development, not something irrevocably chiseled in stone, some aspects of this study should become incorporated into the Sedona Community Plan. The next phase of the Specific Area planning process should include a prioritization and evaluation of those aspects of this study that are essential and *need* to occur, and as such, incorporate them into the Community Plan. The evaluation would also determine which elements should remain as conceptual guidelines. Although these would remain informal (unadopted), there should still be a formal process of communicating these concepts. In order to make guidelines effective, it should be *required that property owners be shown these planning concepts* before they build or make improvements. then at least they will know the potentials and the benefits they can achieve for themselves and the community if they decide to follow these guides (within the realm of existing zoning and development standards).

An incentive program could also be developed that makes implementation of this study more attractive to the property owner. Another beneficial concept would be to create a program with a number of "quick victory" projects that community groups or individual citizens could spearhead into reality, possibly with some help from the City. Such "quick victory" projects would also demonstrate the worth of these "guideline" suggestions, for the ideas would now be tangible and there for all to see. Guidelines may seem to carry less weight since they are not requirements for development, but that does not diminish their importance or their potential effectiveness to aid in meeting Community Plan goals.

These guidelines are important to the implementation process so that our community leaders and citizen volunteers can go out and make this vision happen. Otherwise,

a lot of hard work will simply be shelved to gather dust while the City decides what should or should not be adopted. And in the meantime, opportunities are lost. The Phase I recommendations of the *Uptown-Creek District Specific Area Plan* have been in existence for over a year now and contain a number of specific recommendations, many of which are simple to do. Although this plan is not yet adopted, the development community should be made aware of the many ideas that can be implemented in this area, as well as in west Sedona.

The West Sedona Commercial Corridor Specific Area Study has created a fairly detailed series of maps and concepts which can guide development for its entire planning area. Land Use, Circulation and Urban Design components were designed in conjunction with one another to assure that they would support and strengthen each other. Now priorities can be set and each of these can proceed of its own accord. If the focus is on highway beautification and transformation into a boulevard, the conceptual map exists for this purpose. If it is the creation of parallel routes, neighborhood interconnections and other transit improvements, the map exists for this. The same can be said of the Land Use component, or each of the Sub-Areas, the point being that a myriad of improvements can occur, each with its own process of evaluation and citizen input approval or disapproval. This allows the planning and improvement process to proceed without getting bogged down in a struggle to gain consensus for an entire plan made up of tremendous amounts of diverse elements. A developer or homeowner can make a simple element of a specific Sub-Area plan come into fruition without having to worry about getting consensus for a Land Use or Circulation plan for all of West Sedona. Otherwise, it becomes very difficult to accomplish anything -for example, one person may not like a minor potential road connection near his or her home. That is the nature of plans, because even when conceptual, they can still generate fear that undesirable concepts will become a reality.

To evaluate each improvement on a case-by-case basis may seem more complex, but is actually a more effective and realistic procedure for the always-changing situations and opinions of such a large area. This is especially true when considering that many of the more controversial concepts may never even come close to becoming realities.

The next stage should be one of evaluation and prioritization. Critical improvements which are necessary before some changes (such as in land uses) occur should be studied and noted. Incentive programs should be analyzed which encourage developers to make the plan improvements. Evaluation procedures to assure citizen and neighborhood support should be clearly outlined. and a continued communication of existing plan concepts should always occur with any potential developers or owners making property improvements. With vigilance and effort this plan can help us create a city worthy of our surroundings.

The following pages outline a series of general policies and specific short and long-range implementation strategies for the West Sedona Commercial Corridor Study.

General Planning Policies

1. Assess future improvements or projects against our overall goals, and how each component (land use, circulation, urban design, economics) relates to the other so that conflicts are avoided, money is spent more wisely, and opportunities for multiple improvements are not missed. This is especially true with circulation projects, since they often provide seemingly straightforward solutions that once implemented, may solve an initial problem, but create a negative impact on land use or urban design.

All such improvements or changes should be evaluated within the context of the others, verifying points of conflict and whether adjustments can be made so they work together towards the attainment of overall community goals.

- 2. Explore incentives for existing property owners to implement needed improvements that may be required of their new neighbors. Create flexibility in ordinances to make adjustments and exceptions if these can be used as incentives to create some change for the overall public good.
- 3. Pursue Regional Planning opportunities. The City's involvement in regional planning is critical. Other communities that are model cities of urban design and open space policy have seen their gains damaged by neighbors that still follow the patterns of urban sprawl and its associated problems of traffic and air pollution.

Land Use Policies

- 1. Assess each proposed land-use change or project against our overall goals, especially those of circulation. This also includes the "goals" of the specific area planning maps, so that, for instance, if a potential anchor use (be it city hall or cinema) is proposed for a commercial center, the planning staff can help guide the developer to create the public space which can make the rest of the center more successful.
- 2. Develop a policy where potential developers can meet with the City beforehand to study the Specific Area Study maps and understand where the best location for their project might be, both for their own benefit and for that of the community. Currently such design concept consultation occurs, but only for *individual projects* and how they meet general goals.

The Specific Area Study should be used to show the relationships to other buildings and public spaces, even if, at this stage, only as suggestions. The developer might implement the concept anyway (since it is meant to benefit all property owners), even though not yet adopted. This can work both as a guide before buying property or before proposing a specific use.

- 3. Suggest potential ideal future uses for areas that will be more prone to redevelopment according to their relation to the boulevard, commercial centers, and neighborhood plans.
- 4. Give creative rein to the entrepreneur developer within the limits of the overall goals in order to allow for the unusual or special development that can really become a key element and catalyst of the plan (such as the creation of a Tlaguepaque).
- **5.** Utilize land use planning as a key way in which to minimize circulation problems, creating as many situations as possible that reduce dependence on the automobile. The issue of the location of uses should be looked at in the context of our overall transportation goals and patterns. Locations of such uses as strong implications on whether they can aid or hinder our transportation planning (such as having a multitude of office workers on the main corridor, where they would be forced to use their cars to access any other commercial services, with no access to a transit stop or a pedestrian zone of diverse uses). Strategies from other communities in this regard should be studied.
- **6.** Carefully assess any changes to the Sedona Community Plan Land Use Map suggested by the recommendations of this report relative to the ability of the community to support additional growth, and relative to Community and Specific Area Study goals, as well as the community's ability to provide the infrastructure necessary to support additional density or intensification of uses.

Circulation Policies

Will the citizenry really use other alternative transportation modes if they are available? And if not, will this contribute to even more significant traffic problems? Since these questions cannot be answered, an incremental approach to solutions is probably the most logical path. For example, implementing pedestrian/bicycle/shuttle neighborhood interconnections before (if ever) making full-blown vehicular ones. That way one does not build the "freeway" that may be adamantly opposed by the public, allowing instead for other lesser-impact options rather than eliminating their potential for success from the start.

The impact of the automobile on the urban environment in terms of design should also be understood when assessing solutions. When priority is given to the needs of the car the result is an anonymous city, a "no-place" of vast parking lots that creates an anti-social environment. With this understanding in mind, solutions can be guided so that our vehicular zones can become connectors of public life, like the traditional Main Street, rather than divisive barriers.

An "Urban Boulevard" probably means reducing the "level of service" that we expect from 89A. Changing our standards thus would make for slower speeds, slightly longer waits for turns, travel times, etc. But this will allow it to be more pedestrian friendly, and more in character with our "small town" goals (such as maintaining a four-lane highway with turn lanes rather than a six or eight lane expressway). It will take concerted leadership and advocacy from staff and Council, with community support, to convince ADOT that this is a good thing to do.

- 1. Assess each transportation improvement or project (including Capital Improvements) against our overall goals (for instance, it might be better to forgo resurfacing a street for an extra year or two, even if it was already scheduled, if we could acquire a new connection easement). Lack of coordination can mean that "improvements" in circulation can become negative impacts in the realms of land use or urban design.
- 2. Implement fewer improvements, but of a higher standard (for example, moving the sidewalk back costs more; so finish less walks, or reduce the number of other projects, rather than re-building them right on the street again).
- 3. Prioritize and purchase easements for interconnections and intersection realignments as soon as possible. Whether the connection stays pedestrian or becomes vehicular, or even whether or not they are ever used, is not the issue. There is a need for the city to have control of the critical connections before development occurs and limited opportunities for improvements are thus lost completely.
- 4. Develop a policy for public input for major circulation improvements (such as substantial road widenings, major bridges, major re-routing or re-alignments, etc.). This process should occur to determine whether such improvements are even desired, regardless of their potential benefits (this should be community-wide, and not solely determined by the neighbors and property owners in the improvement area). This should occur before major expenditures are made on the research or planning of such projects that nobody wants in the first place.
- 5. Explore incentives for existing property owners to implement needed improvements that may be required of their new neighbors. Incentives such as allowing businesses to provide less or no parking if they will share with a neighbor or provide off-site improvements; greater density trade-offs as an incentive for pedestrian and transit improvements should also be used to make creative parking solutions which can truly realize the vision of the plan (as opposed to meeting the minimum requirements of parking ordinance with may do nothing towards benefiting the overall context of its surroundings). Research similar communities success or failure with such strategies.
- 6. Research "liability" issues associated with requirements for shared parking, and other potential regulatory approaches. It is detrimental to the good of the community

to let this (or similar issues) get in the way of good solutions.

- 7. Explore the consequences of the City eventually taking over responsibility for the Highway. This should be investigated now, as a long-term goal, even if current City finances make it unlikely to occur in the short term.
- 8. Develop priorities for the installation of medians (such as at the major intersections where they seem to be needed the most), and their relation to curb cuts and business access. Although one of the goals is to minimize curb cuts, this should be done with a clear policy of not denying access; before a curb cut is eliminated, business access has to be available by way of shared parking, parallel roads, or other solutions.
- **9.** Give consideration to whether rules governing the use of bikes on sidewalks should be established once bike lanes are constructed. For instance, when a bicycle is traveling on the sidewalk it can create a more dangerous situation since it is harder to see from an automobile using a curb cut, and is moving at a speed so much faster than the *expected* pedestrian that it becomes difficult to react quickly enough. On the other hand, some parents may prefer to have their children using the sidewalk rather than the bike lane on the highway.
- 10. Evaluate circulation solutions in the West Sedona area in conjunction with the resolution of transportation problems in both the greater Sedona area (such as between West Sedona and Uptown/Creek District) and of the region (such as how they tie into solutions for a potential Oak Creek crossing or other Village of Oak Creek connection to West Sedona, and commuting options [both for work and recreation] to Cottonwood, Flagstaff and Phoenix).
- 11. Study options for a more accurate costing of auto use and its negative effects, should traffic congestion reach critical levels. This could result in the form of new taxes or fees for parking or pollution, limited automobile access to non-locals, or incentives to use other modes of transportation. Obviously if this stage is ever reached, an extensive public process will be necessary to determine if and how such a policy would work.
- 12. Contact other cities that have had success in bicycle and pedestrian planning to assess potential implementation measures most applicable to Sedona, as well as mistakes to avoid. Although the City may be on the right track in terms of intent, it is important that we understand all the elements involved in making our planning vision a success.
- 13. Pursue concerted and aggressive strategies to reduce automobile dependance. There is a perceived notion that people will be reluctant to use options other than the car unless they are either forced to, or the options are made so attractive that they cannot be resisted.

Urban Design Policies

- 1. Prioritize beautification goals. It may be better, for example, to settle for less fancy paving in order to attain better landscaping and lighting. This may involve studying the design efforts of other cities to understand what has contributed most to their success (both economically and for pleasure) in order to determine the essential elements.
- 2. Coordinate any circulation improvements with design goals. This includes the design of any frontage roads or back-alley parallel routes.
- 3. Prioritize locations for overhead utility line burial.
- 4. Create incentives for historic preservation. Also require contextual design for the neighboring buildings of any historic structures.
- 5. Explore incentives for property owners, merchants, and developers to create design solutions. Also look at the possibility of some type of "bonus" to property owners who upgrade their facilities.
- 6. Explore the possibility of creating a design vocabulary of different elements (both of building type and types of colors and materials) that are preferred for the boulevard. This can range from the types of two-story buildings with porches that presently exist on the corridor, or the building style --- like the ramshackle board and batten or stone "trading post" look which may create more of a "Sedona" sense of place as opposed to the sleekness of newer design which may be better suited to Tempe or Scottsdale. However, design controls need to be cautiously evaluated in order to avoid creating a "Disneyland" Sedona which has nothing to do with the time we live in.
- 7. Explore the possibility of creating an "environmental profile", culled from the history, geography, landscape, and lifestyles of Sedona to create certain themes or metaphors that can help guide artists, architects, and developers to create a strong sense of place in the built environment.
- 8. Suggest ideal design potentials (as a point of departure so that developers/designers have an idea of what the City desires, but that would not limit them, thereby fostering even better ideas) for areas that are undeveloped or will be more prone to redevelopment. Also identify buildings/elements on the corridor that need to be upgraded to create the transformation of "strip" into boulevard.
- 9. Create a program where artists, designers, and community groups can take over responsibility for the design of certain urban elements (medians, lighting, etc.).
- 10. Develop a good maintenance program, both for cleanliness and, especially, for landscaping.

Economic Policies

- 1. Develop overlay zones ("creative" zones) for the different centers on the boulevard which can encourage entrepreneurs to step forth and help realize the planning vision through the ability to work with larger parcels of land.
- 2. Develop a policy which allows owners of smaller, individual parcels to develop their land without losing the potential for a larger vision. Property owners should be aware of site-specific modifications that allow them to be a positive part of a larger puzzle. This vision may then be realized incrementally rather than as one big development.
- 3. Explore incentives for existing property owners to work together to create the planning vision (such as circulation improvements that cannot occur with one owner working alone).
- 4. Develop priorities that identify the issues that should remain rigid (certain uses not allowed in key areas) and those that should exist as guidelines or "wish-lists" for ideal uses. The issue of the location of uses should be looked at in the context of how they may strengthen the economy of West Sedona.

Related to this is the need to preserve properties for basic services such as auto repairs, light industrial uses, limber yards, storage space, etc. This tends to be a problem in popular tourist towns like Sedona where other land uses (such as hotels, for example) can be more profitable, forcing many services to locate in neighboring towns.

- **5.** List and prioritize projects that can be implemented ASAP, especially small-scale improvements that can be done by merchants, citizens, or community organizations. Study such programs in other communities for guidelines.
- 6. Prioritize projects that the city wants to implement first. Explore incentives for developers to create improvements where the city will then match funds, or work together in some way (such as some cases where the owners have gone ahead and built some of the City's sewer infrastructure) towards completion.
- 7. Explore grant monies available for implementation, such as ISTEA funds or national Main Street program (and whether applications can be make for each commercial center or sub-area rather than the corridor as a whole).
- 8. Develop policies that can allow merchants and developers to work towards achieving more general Community Plan goals (such as energy efficiency and waste recycling) without imposing an economic burden on businesses.

- 9. Investigate ways to encourage historic preservation and the creation of character districts that emphasize Sedona's sense of place. Such areas have been the foundation of may other cities revitalization projects.
- 10. Investigate the possibility of how telecommuting or the electronic homeworkplace potential can be enhanced in order to attract a more diverse workbase to Sedona. With more and more people working at home, the role of good public gathering places becomes more important than ever, for this, and not the workplace, may be where most of the face-to-face interaction will occur. It may be that people who are in these occupations and are relocating from large cities, are looking for good urban design and lively public spaces and not only beautiful natural surroundings.
- 11. Develop a policy for neighborhoods to evaluate rental flat overlay zones or the possibility of bed & breakfast establishments. Both of these can make supplemental income available to a much more widespread segment of the community (in some cases people may no longer be able to live here as prices escalate; this is especially true for people on fixed incomes who have to deal with increasing property values).

Although this is a controversial issue, public discussion is needed to evaluate the pro's and con's and possible solutions (for example, increased traffic concerns may be mitigated by allowing a certain amount of vehicle use to all households - as if one had a large family). Bed and breakfast uses in other communities should also be investigated, in order to evaluate their negative aspects and benefits in a more realistic manner (as opposed to misperceiving their impacts as the same as a motel).

- 12. Emphasize good design connections from neighborhoods into commercial centers, and a graceful design transition for buildings and landscaping of commercial areas relative to single family residential scale neighbors. If the commercial centers and transition areas are well-designed, proximity to them can be transformed into an added value to the neighboring residential area instead of the current detriment as it exists now.
- 13. Research the experience of other cities who have successfully improved their corridors/city centers (such as Tempe, Payson, or out of state cities such as Pasadena, Escondido or Boulder, etc., etc., etc.) to help develop implementation policies. Also investigate how such cities made good urban design a crucial component of their economic well-being.

^{*} Please note that the above recommended directions should be compared to and consolidated with the economic development directions and considerations contained within the "Business Retention and Expansion" and "Focused Future" programs recently prepared for the City.

Short Range Implementation Strategies

DEVELOPMENT REVIEW GUIDELINES

The purpose of this section is to describe those recommendations that may be utilized in the development review process as guidelines within the context of existing ordinances and the existing Sedona Community Plan. The following are some of the general concepts that can guide current development within the planning area:

- Encourage the incorporation of pedestrian circulation and amenities into commercial and multi-family projects.
- Encourage the implementation of "public assembly" oriented uses (movie theaters, bowling alleys, youth centers) within commercial "centers" (Coffeepot/Sunset, Soldiers Pass, and Dry Creek intersections and the Navoti area.
- Facilitate shared parking agreements between adjacent, existing or proposed uses where possible.
- Encourage parking to the rear of buildings where possible. Parking in front of buildings should be provided only if there is an opportunity for the parking area to fulfill an alternative purpose (public gathering space) in association with a community-oriented use, or if it is essential to maintain a view corridor.
- Promote awareness of the urban design goals in this report and encourage their implementation where appropriate.
- Provide guidance to the development community in the location of uses that are consistent with the general recommendations of this report, including the relationship of proposed uses to the corridor as a whole (see Land Use Planning Policies #1, #2 and #3 - Pages 8-3 and 8-4).

AMENDMENTS TO THE SEDONA COMMUNITY PLAN AND IMPLEMENTATION ACTIONS

The purpose of this section is to describe those aspects of this report that should be considered in the re-evaluation of the Sedona Community Plan relative to the West Sedona Commercial Corridor. This update of the Community Plan should occur immediately and prior to the initiation of Phase Two of the Specific Planning effort. Included in the evaluation of the Community Plan's Implementation Action Programs should be a comprehensive identification of the parties/departments/bodies/agencies responsible and a general timeframe for initiation.

LAND USE:

- 1. Evaluate and amend as appropriate, the Sedona Community Plan Land Use Goals and Objectives, Land Use Principles and Parks, Trails and Non-Motorized Bikeways recommendations relative to the goals, recommendations and policies in this report. These goals and objectives should "set the stage" for the preparation of specific implementation actions in the Implementation Action Programs of the Community Plan. At a minimum, these goals and objectives should address the following:
 - The coordination and integration of residential, service and retail uses.
 - The promotion of infill and increased densities and activity in and around commercial activity <u>centers</u>, with transitions of mixed uses and compatible, appropriately buffered lower densities adjacent to areas that should remain solely residential.
 - The incorporation of development standards that promote pedestrian interaction, distinctive design, landmarks and landscaping and structural relationships that are unique to commercial activity centers.
 - The promotion of pedestrian-oriented uses, amenities and access, including compact, mixed-use development that can minimize walking distances from nearby residential areas, minimize the need for vehicular travel and thus contribute to the creation of a "small town" environment.
 - The incorporation of local services, including heavy commercial/light manufacturing uses, as needed:
 - The coordination of land use location and circulation goals.
 - The evaluation of neighborhood land use needs within nearby commercial areas and/or away from the highway.
 - The creation of neighborhood character districts intended to encourage greater housing diversity and cottage industry within these districts.
 - The identification of uses that would be compatible with shared parking opportunities and the means to encourage their establishment in the appropriate locations.

- The use of "Transitional" designations both as a means of buffering incompatible uses and as a tool to implement site-specific development or redevelopment to provide needed road, bike and pedestrian connections, open space and housing opportunities, as well as the elimination of unwanted conditions (eg. curb cuts).
- The transformation of SR 89A into an urban boulevard within west Sedona, including:
 - Evaluation of uses that encourage a high level of social activity.
 - Assessment of the relationship of uses and design to create a "sense of place".
 - Re-evaluation of development and design standards that create greater flexibility in the promotion of greater definition, diversity and sense of place along the corridor.
 - Creation of a clear beginning and end to the boulevard through the use of design.
 - Placement of parking areas to the rear of buildings and the transformation of parking areas along the boulevard into multi-use public gathering spaces.
 - Creation of streetscape and landscape elements that promote and reflect a successful and attractive pedestrian environment.
 - Creation of buffers between vehicular and pedestrian uses, including the separation of sidewalks from the curb.
- The assurance that the housing needs of special population groups (elderly, handicapped, single parents, service workers, shop owners, artists, etc.) are provided in close proximity to the services necessary to support the needs of such groups (health care, groceries, medication, day care, supplies, etc.).
- The support of the organization of merchants and neighborhood associations for the resolution of common problems and the joint pursuit of area improvements.
- The promotion of building location and design to enhance existing view corridors or create visual termini.
- The selection of locations for the integration of public art.
- The identification and promotion of land uses that economically strengthen each other.
- The promotion of tourist-oriented uses as anchors in activity centers, supporting and supported by uses which primarily serve local needs.

- The maintenance of an attractive small-town environment that is destinationoriented for residents and visitors alike, through enhanced pedestrian and vehicular accessibility, creative design and land use.
- The support of the organization of merchants' associations to improve the merchandizing strength of the corridor.
- 2. Separate the "Transitional" Land Use category of the Sedona Community Plan into the following sub-categories:

Highway:

Low visibility/Low profile commercial and office uses. Maintenance of significant highway landscape buffering and/or open space and preservation of natural vegetation should be a contingency. Commercial "Core" integrity is maintained by discouraging "strip development". This can be accomplished through large-parcel,, site plan-specific development intended to minimize highway curb cuts and/or provide alternate access as well as preservation of the highway view corridor.

Highway/Residential Buffer:

Very Low impact uses, such as offices, that are intended to be located between major arterial corridors and single-family residential uses. Maintenance of the highway view corridor and buffering from adjacent single-family residences is a contingency. Uses should be less intrusive to single-family residences than general commercial, should not be significantly more intrusive to the neighborhood than the surrounding existing or potential land uses, and should not generate significantly more traffic than surrounding uses.

Commercial/Residential Buffer:

Low impact commercial, office and other uses that provide a transition between single-family residential and general commercial uses in those locations where the commercial/residential interface has negatively altered or has the potential to change the residential character of the immediate area. Uses must be low traffic generators and less intrusive to single-family residences than typical general commercial uses. Retention of existing single-family structures for these uses should be a contingency on occupied lots.

Commercial/Residential Compatible:

Can include mixed uses such as commercial, office and residential. Contingencies include: Large parcel/site plan specific development (Planned Development) and/or re-development in order to provide for:

- Road, bike and pedestrian connections.
- Opportunities to provide alternate access to existing commercial areas.
- Appropriate buffering of proposed and existing residential uses from commercial uses.

Residential:

Includes mixed density residential and/or mixed housing types. Contingencies include: Large parcel/site plan specific development (Planned Residential Development) and/or re-development in order to provide for:

- Road, bike and pedestrian connections.
- Appropriate buffering of proposed residential uses from existing commercial areas.

Optional Commercial - Residential Buffer:

- Option #1: Low Impact Office/Residential Compatible. Provides for small parcel development and retention of existing single-family structures for alternative uses. Application limitation of one lot depth from the existing commercial area.
- Option #2: Expansion of existing commercial area contingent upon reservation of public access for vehicular circulation spanning two existing intersecting streets, forming a new commercial area.
- 3. Prepare a "Mixed Use Development" Land Use designation, or designations for the Community Plan.
- 4. Update the Land Use "Implementation Action Program", as follows:

Include a comprehensive list of implementation actions in the Land Use Element of the Plan, including both short and long range implementation needs. <u>Short-Range</u> implementation strategies should include:

- Development and adoption of one or more new zoning districts and/or overlays that implement the transitional categories provided in the Community Plan.
- Development of criteria for assessing the compatibility of contiguous land uses based on, but not limited to:
 - Maintenance of inherent land use integrity.
 - Degree to which provided services support or compliment each other.
 - Primary market orientation (neighborhood, local, regional, etc.).
 - Contribution to a "sense of place" or the creation of well-defined activity or focal centers.
 - Efficiency of pedestrian/non-motorized access and interior circulation.
 - Opportunities for shared parking.
 - Efficiency of infrastructure provisions.
 - Architectural scale and design parameters.
 - Buffering potential.
 - Consistency with identified visions, goals and objectives.

- Coordination with neighborhood groups, individual merchants and business associations to validate and refine criteria.
- Evaluation and amendment (if necessary) of existing use provisions and standards in existing zoning districts to provide for mixed uses compatible with transitional categories in the Plan (eg. housing in commercial districts) and land use compatibility criteria. Coordinate with area property owners, tenants, merchants and residents to establish consensus on new standards.
- Development and adoption of one or more new mixed use zoning districts and/or overlays based on land use compatibility criteria and incorporating incentives that promote consolidation of individual small parcels to facilitate more cohesive site development. Incentives can also promote re-development such as allowing for increased retail development in existing large scale commercial projects (Basha's, Safeway, etc.) to promote better pedestrian links and encourage increased interactions between contiguous properties; break up the mass of existing parking areas; and enhance overall landscaping and site aesthetics.
- Re-evaluation of existing parking standards relative to shared parking, parking interconnections, bicycle, pedestrian connections and number of spaces.
- Re-evaluation of commercial district standards in conjunction with both existing and new zoning districts, including setbacks, lot coverage and floor area ratio and evaluation of new requirements (eg. bike racks).
- Implementation of a building numbering system.
- Re-evaluation of regulations relative to Outdoor Display and other outdoor activities in general.
- Evaluation of the establishment of an overlay for less restrictive home occupations standards, accessory apartments, bed and breakfast opportunities, studios, workshops, etc., in areas where mixed uses may be appropriate. These provisions could also enhance opportunities for supplemental income to enable residents in areas in need of revitalization to better afford the implementation of agreed-upon area improvements.
- Incorporation of greater flexibility in the administration of adopted ordinances and incentives, as appropriate, to facilitate the re-occupation of vacant structures, encourage the preservation and adaptive re-use of historic structures, encourage re-development/rehabilitation, as needed, and generally promote area improvements.

ENVIRONMENTAL QUALITY/OPEN SPACE:

- 1. Evaluate and amend as appropriate, the Sedona Community Plan Environmental Quality/Open Space and Parks, Trails and Non-motorized Bikeways goals and objectives relative to the goals, recommendations and policies in this report. These goals and objectives should "set the stage" for the preparation of specific implementation actions in the Implementation Action Programs of the Community Plan. At a minimum, these goals and objectives should address the following:
 - The pursuit of an Intergovernmental Agreement with Yavapai County to help ensure that lands between the City Limits and the City's wastewater treatment facility remain in a natural condition.
 - The maintenance of forest "fingers" in a natural condition as visual and hiking access corridors.
 - The establishment of criteria for the preservation of open space areas bordering National Forest lands and in areas recommended for pedestrian trail corridors and parks.
 - The promotion of infill and discouragement of "urban sprawl".
- 2. Evaluate the Environmental Quality/Open Space and Parks, Trails and Nonmotorized Bikeways Implementation Action Programs and update, if necessary, based on recommendations.

CIRCULATION

- 1. Evaluate and amend as appropriate, the Sedona Community Plan Circulation Goals, Objectives, Planning Guidelines and Recommendations relative to the goals, recommendations and policies in this report. These goals and objectives should "set the stage" for the preparation of specific Implementation Action Programs of the Community Plan. At a minimum, these goals, objectives and recommendations should address the following:
 - The promotion of *indirect* off-highway neighborhood roadway connections to provide alternative routes to the highway.
 - The development of parallel routes close to the highway as alternate access points to commercial areas.

- The evaluation of the incorporation of a more extensive street grid in commercial activity centers including greater commercial "depth" from the highway, in conjunction with new development and redevelopment.
- The evaluation of new standards for highway 89A, including median placement, access control, turn lanes, speed limit, effective intersection lighting and alternative intersection design that are intended to create a boulevard experience and help alleviate traffic congestion.
- The re-evaluation of intersection re-alignment and signalization priorities.
- The promotion of parking lot interconnections and revisions to current parking standards and the evaluation of potential sites for centralized parking structures.
- The incorporation of a pedestrian zone parallel to and clearly separated from the highway through the use of landscaping or other design amenities and the provision of bike lanes on each side of the highway.
- The evaluation and update of the existing Community Plan proposed functional classification system designations and map.
- The encouragement of mixed use development, including medium and high density housing in centers to assist in the ridership potential of and to provide access to future transit and to facilitate pedestrian access to services.
- The incorporation of shuttle stops in design and site planning for new development.
- The evaluation of off-highway easement acquisition for future shuttle connections.
- The evaluation of locations for auto-free connections to enhance transit ridership and where auto traffic is having a negative impact.
- The promotion of commercial uses compatible for shared parking.
- The promotion of pedestrian and bike path connections between residential neighborhoods and parallel routes to the highway.
- The evaluation of locations for neighborhood sidewalk improvements and development of primary pedestrian access from neighborhoods and parking areas to activity centers.

- 2. Update the traffic count and other data in the "Existing Conditions Overview" in the Community Plan.
- 3. Mapping of recommended general vehicular, pedestrian and bicycle routes (See Sub Area Guidelines).
- 4. Update the Circulation Implementation Action Programs, as follows:

Include a comprehensive list of implementation actions in the Circulation Element of the Plan, including both short, and long range implementation needs. <u>Short Range</u> implementation strategies should include:

- The evaluation, update and prioritization of Capital Improvements Programming to include needed improvements that can be accomplished within budget and that will not require additional study or analysis to implement.
- The identification of improvement standards appropriate for conversion of SR 89A to an urban boulevard and comparison of existing SR 89A improvements with selected standards.
- The evaluation of alternative improvement standards in conjunction with A.D.O.T.
- The evaluation of west Sedona's current circulation system by traffic analysis zones to better identify origins and destinations within each zone.
- The assessment of the impacts of the following potential area road system modifications relative to current and projected traffic flow characteristics on SR 89A:
 - Decreased speed limits.
 - Intersection signalization and re-alignment to accommodate u-turns and support intervening restrictions on left turn movements.
 - Installation of median dividers, with limited cuts for left turns and appropriate accommodations for emergency access.
 - Free right turn transition lanes.
 - Consolidation of ingress/egress access points onto SR 89A.
 - Site access standards that minimize direct access from SR 89A and promote access from contiguous properties or side streets, allowing for a reduction in the current number of curb cuts directly onto the highway and the redesign/structural modification of retained curb cuts.

- Diversion of local traffic through the promotion of neighborhood and local road connections and the provision of generally circuitous parallel routes to SR 89A, with frequent stop signs and moderate to slow speeds.
- Provision of alternative street grids at activity centers and the corridor in general, incorporating frontage roads, "back alley" access and access off of parallel roadways.
- Streetscape standards for streets leading into transition areas.
- The identification of the proper sequential provision of selected traffic circulation improvements and consideration of impacts and benefits to Citywide circulation.
- The identification of the needs of special population groups within the community.
- The identification of those aspects of a small-town atmosphere that represent desirable accommodations for pedestrian and bicycle traffic and consultation with other communities with successful pedestrian/bicycle programs.
- The establishment of criteria for preferred interactions between pedestrian and vehicular traffic and for pedestrian and bicycle linkages.
- The evaluation and possible revision of current parking standards to:
 - Require the provision of parking facilities to the rear and/or sides of new buildings, in all cases adequately screened by buildings, landscaping, low level, articulated decorative walls, earthen berms or other mechanisms necessary to visually conceal (or subdue) their prominence from public right-of way.
 - Substantially reduce the number of on-site spaces required, creating a need for contiguous property owners to work together for mutual benefit through the consolidation of parking, with cross-access easements and common maintenance and liability agreements.
- The requirement for consideration for and the substantiation of the effectiveness of proposed pedestrian circulation improvements within on-site parking areas to eliminate, as much as possible, pedestrian/vehicular conflicts.
- The identification of system needs for viable transit/shuttle links.

Long Range Implementation Strategies

AMENDMENTS TO SEDONA COMMUNITY PLAN IMPLEMENTATION ACTIONS

The purpose of this section is to describe those aspects of this report that should be considered in the re-evaluation of the Implementation Action Programs of the Sedona Community Plan that will, for the most part, be dependent upon the recommendations of Phase 2 planning for the West Sedona Commercial Corridor. These should also be listed in the re-evaluation of the Plan relative to this report.

LAND USE:

- 1. Prepare and adopt the West Sedona Commercial Corridor Specific Area Plan (Phase 2) for the entire corridor or in separate "Sub Areas" of the corridor. The Phase 2 work program should include the following tasks:
 - Preparation of a detailed inventory of specific uses and businesses within the study area, identifying compatible/incompatible land use relationships and characteristics of use associated with each business.
 - Development of a survey instrument and evaluation process to determine housing and neighborhood characteristics that participants might concur are representative of "small-town character" and preparation of an inventory of area strengths and weaknesses relative to housing.
 - Evaluation of existing land use patterns relative to established land use compatibility criteria and evaluation of existing locational characteristics of each business.
 - Identification of the strengths and weaknesses of current business locations, the businesses that are particularly compatible and beneficial to each other if situated in close proximity, and the identification of incentives to promote physical re-distribution.
 - Identification of appropriate transitional uses for areas around "activity centers" and identification of civic and/or community-oriented uses.
 - Identification of areas for potential heavy commercial service-oriented expansion and/or re-distribution.
 - Conceptually re-distribute land uses to achieve consistency with established compatibility criteria.

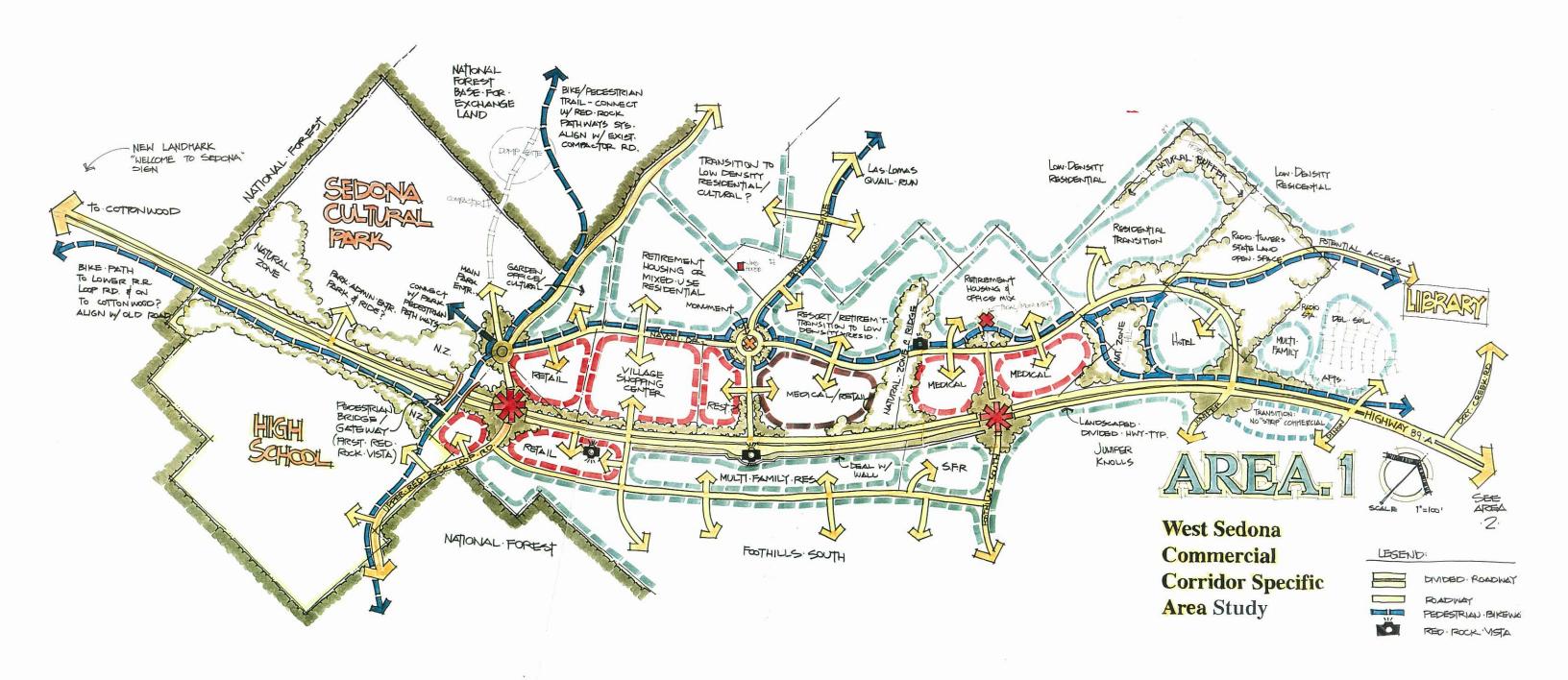
- Development of strategies for achieving and maintaining desirable neighborhood attributes and investigation of expansion of the concept of "neighborhood" to incorporate, rather than maintain separation from, residentoriented recreational, social and cultural opportunities; supporting services; and retail uses.
- Identification of areas where physical improvements (buildings, parking areas, lighting, signage, pedestrian accommodations, landscaping, etc.) are deteriorated or otherwise in need of re-habilitation.
- Establishment of site design and development standards for each Sub-Area or re-defined character district, including:
 - architectural themes, integration of art, street furniture and landmark locations.
 - landscaping and signage.
 - pedestrian improvements, infrastructure and utility accommodations.
 - lighting.
 - access and roadway improvements.
 - property to property transitions and correlations.
- Establishment of criteria for preparation of Sub-Area, or character district standards, including:
 - Standards that are unique, yet complimentary to standards associated with adjacent areas.
 - Creation of distinctive character and strong "sense of place".
 - Promotion of social interaction
 - Support of business diversity and stability.
 - Facilitation of pedestrian use and interconnections between businesses and adjoining residential areas.
- Preparation of an inventory of existing improvements within each Sub-Area or character district where concerted efforts are needed to achieve design goals.
- 2. Evaluate Improvement District establishment and pursue as warranted.
- 3. Prepare improvement plans and cost estimates for desired site-specific modifications.

- 4. Evaluate, update and prioritize Capital Improvements Programming in conjunction with circulation recommendations to include needed improvements relative to Phase 2 recommendations.
- 5. Investigate and identify potential funding sources for implementing identified improvements.
- 6. Establish work programs and schedules for completion of individual site improvements consistent with adopted standards.
- 7. Identify and implement incentives to encourage voluntary re-distribution of existing uses and provisions of desired improvements.
- 8. Reflect <u>preferred</u> land use relationships relative to more specific land use categories on the Specific Area Plan maps and pursue adoption.
- Evaluate and comprehensively amend existing zoning to re-direct future development patterns relative to transitional uses, mixed use districts and/or design and other overlays.
- 10. Establish a community pride program through which local re-vitalization efforts and accomplishments are acknowledged and honored.

CIRCULATION:

- 1. Evaluate improvement district establishment and pursue as warranted.
- 2. Investigate and identify potential funding sources for implementing identified improvements.
- 3. Explore potential corridors for transit-only connections and assess preliminary costs/benefits.
- 4. Identify potential neighborhood shuttle loops.
- Begin the development of specific improvement plans and cost estimates in conjunction with A.D.O.T. for SR 89A, based on previous evaluation of corridor needs.
- 6. Prioritize Capital Improvements Programming relative to Phase 2 recommendations, including evaluation of the proper sequence for implementation and prioritization of needed right-of-way/easement acquisitions.

- 7. Prioritize pedestrian and bicycle improvements, and new interconnections.
- 8. Pursue an access control plan through cooperation and coordination with A.D.O.T.
- 9. Evaluate the feasibility and desirability of city-assumption of ownership, design review, improvement authority, maintenance responsibility and liability for SR 89A within Sedona's corporate limits.
- 10. Graphically depict road improvement priorities on Specific Area Plan maps and pursue adoption.



WEST SEDONA COMMERCIAL CORRIDOR SPECIFIC AREA STUDY - Phase I

SECTION II - SUB-AREA GUIDELINES

9. SUB - AREA I: Western Gateway GUIDELINES

General

Most of this area is undeveloped and as such has a natural character, with the native piñon and juniper forest coming up to the edge of the highway. It has the character of a "gateway" into Sedona: the highway comes down a long hill into town which has spectacular panoramas of the red rocks.

Most of the areas mentioned as transitional in this district are meant to transition in scale to be similar to adjacent low density residential uses in order to buffer these from the more intense commercial uses.

Land Use

- 1. The west entrance to this area, at the intersection of SR 89A and Upper Red Rock Loop and Compactor Roads, is the limit of development of the city westward and should stay as such. The Cultural Park and high school flank the highway at this entrance.
- 2. It would be desirable for the commercial area at the NE corner of the intersection to be part of the Cultural Park, possibly by some incentive from the city if the owners cannot agree to this on their own. This way the commercial area will be on the east side of the Compactor Road instead of having small parcel at the entrance to the Cultural Park.
- 3. There is a large U.S. Forest Service Base for Exchange parcel to the north of the Cultural Park. If ever exchanged, one suggested use has been for a public golf course for Sedona. Other possible uses would most likely be residential. This Specific area Study leaves this area as natural open space, but flexible towards use if it is recognized that the use will provide a benefit to the public.

- 4. Retail can occur on both sides of the highway by the intersection. On the south side this could benefit by creating a vista point for tourists. Any uses that could serve the high school market should also be encouraged.
- 5. On the north side, the retail area would extend to Bristlecone Pine Rd. It would provide a link between the Cultural park and the medical center, with a mix of uses that could serve both, such as shops and restaurants. North of this, with Navóti Drive separating them, would be a transition area. This could be a variety of things: office or small scale hotel/resort uses associated with the cultural center; retirement or mixed-use residential that can use the services of the adjacent commercial area; or a combination of both.
- 6. East of Bristlecone, the development along the highway frontage could provide a mix of commercial and medical uses, depending on the extent of desirable medical services. The new medical center entry is directly across the highway from Foothills South Drive. More land is envisioned for medical use east of this, which could end up making this a true "center" made up of a variety of medical complexes.

North of this, on the other side of the parallel road, would again be a transitional area, with recommended uses to either support or take advantage of the adjacency to the medical center: medical offices, high density retirement housing, or possible some type of alternative housing for the elderly.

- 7. There are two areas depicted on the north side of the highway, one a ridge and the other a hilltop, that are shown as preserved natural area, the hilltop possibly becoming a public vista point. They could probably be accommodated within setback regulations, or otherwise use incentives with developers to create them without complication.
- 8. Between the medical center and the multi-family housing that leads into Area #2 is a large L-shaped parcel which lost its PUD zoning and reverted to single family residential land. Since approximately one-half of it borders the highway, it seems like another use would be more appropriate, such as a hotel (which would also be within walking distance of the Dry Creek activity center).

The rest of the parcel north of Navoti was envisioned as a transitional area, possibly of higher density housing (again, to help support the activity center) but with a buffer of natural area between it and the neighboring single-family residences. If a better buffer could not be offered than what the existing zoning provides, then it should stay single-family residential.

9. There is state-owned land adjacent to the latter where two radio station antennas are currently located. The recommendation is to leave this as open space or possibly create a park if the need for antennas were to ever change.

- 10. On the south side of the highway, in addition to the commercial zone near the Red Rock Loop Road, some commercially zoned land was recommended as multifamily transitional since that appears to be the intended use, especially since it is located within the wall of Foothills south subdivision.
- 11. Between Juniper and Piñon there is a small sliver of commercially zoned land which would better serve as a transition area, possibly limited to some office uses or something similar which can fit with the surrounding residential character.

Circulation

- 1. The main circulation solutions for this area are already in place or planned for. On the north side of SR 89A, Navóti Drive will provide the primary parallel route. The sub-area map shows it curving into the state land at the east side of the study area, which is probably a good recommendation since this is more fitting of the terrain. A parallel bike/pedestrian route is shown with Navóti, which would extend to the library. Neighbors in Kachina were worried about this becoming a connecting road, but this should remain a possibility, keeping their concerns in mind if it ever came up for actual implementation.
- 2. The south side parallel route would simply be an extension of El Camino Real in the Foothills South subdivision to the Upper Red Rock Loop Road. the subdivision would most likely make this a gated entrance. This connection would allow for access through the undeveloped commercial land, which then could also access the Red Rock Loop Road and use the planned traffic signal onto the highway. This commercial area could also be combined with a vista point turnout, thus controlling this traffic while possibly benefiting the commercial area. Another vista pull-out may be possible further down the highway.
- 3. Curb cuts and access off of Highway 89A have been kept to a minimum, focusing on using the existing streets wherever possible, and accessing most of the developments from Navóti in order to avoid a strip commercial character. A median is depicted for this portion of the highway, with turn lanes as required.
- 4. It is recommended that pedestrian and bicycle paths that are off-road try to coordinate with other City proposals and Red Rock Pathways plans. Bicycle lanes would be seen as part of the highway improvements (and proposed widening to four lanes). All the development between Navóti Drive and the highway is also viewed as being interconnected by pedestrian ways and courtyards as much as is possible.
- 5. Sidewalks paralleling the highway would need to be assessed as the time arrived to implement them. On the north side, a walkway from the Dry Creek intersection to the medical center entrance would be desirable, with pathways off of this linking to

the Navóti walk and natural area hilltop vista points.

On the south side, a walkway would be good from Dry Creek to the entrance to Foothills South, with the possibility of extending this all the way to the Upper Red Rock Loop Road. The reason for the latter is that it could allow for better traffic control: tourists could park near the commercial zone and walk down the hill as far as they wanted in order to take photographs, thus avoiding disturbing the residential areas with a lot of traffic pulling in and out, and also be better for traffic safety.

- **6.** A traffic signal is planned for the Upper Red Rock Loop Road (which includes a realignment of the intersection), and possibly at the Foothills South and medical center entrance if usage ever demands it.
- 7. Transit stops (or room for them) at the main intersections should be considered when highway improvements are made.
- 8. A pedestrian & bicycle bridge is proposed west of the Red Rock Loop Road, linking the Sedona High School to the Cultural Park. There is not a better site on 89A in all of Sedona for this, since there is already a deep road cut here so excessive ramping or access stairs would *not* be necessary. There are some difficulties (such as sightlines to the traffic signal which is so nearby), but these are all technical and can be overcome.
- **9.** If the National Forest Base for Exchange land were ever exchanged, a careful study of the traffic impacts would be necessary in order to determine the best use of the land, especially if the proposals were to be for high density developments.

Design

1. The main guideline for the urban design character here is to maintain it as non-strip commercial. This area, especially the north side of the highway, acts as a sort of entry gate to Sedona: a native forest foreground for the first glimpse of the red rock views. This character should be preserved.

Natural buffer zones are shown along the highway buffering the Cultural Park and the Sedona High School. This native landscaping can be preserved and even enhanced all the way down to the Dry Creek Road intersection. Natural area ridge and hilltop preservation are shown to help enhance this character.

2. Commercial developments in this area would be encouraged to develop a character that would be more Sedona-flavored than in the rest of the study area, due to the aforementioned foreground/gateway experience. Whether this involves the use of some rock or certain historic forms and materials would remain flexible. The intent

is to enhance the distant view, not detract from them. For instance, the low. horizontal rooflines used in the new MJL medical center are a good start to establishing this character.

This is also very important at the Loop Road intersection, so as not to create a gateway of franchises that is typical of strip development. It is not that a change in use is suggested, but simply that its design character would need to be more than a token gesture at fitting in. If, for example, a gas station is proposed, how can it be designed so that it does not ruin the entry character of the town? Can it be made to feel more like a Sedona trading post rather than your anywhere-USA strip station? Large food franchises in historic districts throughout the country have already proven that good contextual design can be used successfully in place of a standard nationwide design.

- 3. Pedestrian and courtyard environments are recommended for the larger developments, especially those that can link up to each other and create a larger, more extended pedestrian environment. The concepts of buffering and screening parking are articulated in the component section of the plan.
- 4. Since there are some large development parcels available, creating ensembles of buildings and their circulation routes (both automobile and pedestrian) that frame views of the rock monuments and the natural environment is highly recommended.
- 5. The possibilities exist to make design monuments or landmarks on the axis of some of the roads, such as Bristlecone Pines or the entrance to the medical center. This adds to the character and sense of place and also creates prime locations for public art. A landscaped median would also provide a potential area for art, or even leaving the possibility open of having the entire median designed by a team of artists and designers.
- 6. Although extensive tree planting may eventually hide most of the Foothills South subdivision wall that runs along the highway, it presently stands out strongly due to its light color. A new color within existing City standards is recommended.
- 7. The pedestrian bridge between the Cultural Park and High School is an ideal gateway into the West Sedona district. It is situated such that views of rocks are hidden as one approaches up a long hill, and then the first glimpse of Shiprock, far in the distance, is perfectly framed by the road cut. This bridge should be something special, a real design statement and not just a common functional solution that meets minimal engineering requirements.
- 8. A new sign to replace the existing "Sedona, incorporated 1988" stock, metal, green highway sign would be a good public art project, creating something that exuded local flavor in the spirit of stone and wood National Park signs, or "Welcome to...;" signs traditional to small towns throughout the Southwest.

Economics

1. Most of the Land Use element was aimed at trying to create a good economic synergy of uses that worked with and strengthened one another. It is practically impossible to recommend a specific use, since market forces usually determine this. However, location coupled with plan ideas --- in design, circulation, etc. --- can be a starting point to guide developers.

What, for example, would be a good use for the Red Rock Loop Road intersection? Since a vista turnout might attract a lot of tourists, a fresh fruit and vegetable market might do well here and simultaneously add to the desired character of the area. Are there uses that might cater to the high school and cultural park? Is a hotel use appropriate for the site on the highway near the existing multi-family zones? The site has great views, could buffer residential uses from the highway, and is close enough to the Dry Creek Center to generate pedestrian use. Where are the other ideal hotel sites, such as those, for example, that could benefit from proximity to the Cultural Park?

Ultimately it will be up to the merchants and developers to make a decision on the type of use, as it is also up to them to take advantage of the potentials the plan creates. More importantly, it is up to the City to let merchants *know* about these ideas and what the City would like as an ideal in order to take advantage of them in the first place.

- 2. The City should examine how it can help expand and establish an even stronger medical center, with diverse associated uses. Using the new MJL project as a foundation, a center could be created that could impact the economy of Sedona as a whole, dramatically. It would be worth investigating other communities experiences (such as the Mayo Clinic in Scottsdale).
- 3. The economic component speaks of merchant's associations and the positive aspects of centralized management. Since this area is of a different character than the rest of the commercial corridor, the possibility exists for it to have its own organization. Again, it would be up to the property owners, not something driven by the City.

^{*} Please note that the above recommended directions should be compared to and consolidated with the economic development directions and considerations contained within the "Business Retention and Expansion" and "Focused Future" programs recently prepared for the City.

Implementation Strategies

QUICK VICTORIES

- 1. Create a community entry sign through a juried competition (perhaps by a jury of professionals and the public) for artists and designers in Sedona. The money to build it could possibly come from community groups or the City, or both.
- 2. Create the pedestrian bridge/gateway design through another competition. Open it up to regional designers as long as they are teamed with an artist/consultant who is locally-based. Since this would be such a visible statement, it would be important to have a "world-class" quality design. The funds could come from a combination of the Sedona Cultural Park, the Sedona High School, the City and ADOT.
- 3. Developers could implement the most crucial concepts expressed in this plan at no extra costs since the City already has landscaping requirements. It would be a matter of locating these trees and plants properly. Above all, it is a matter of simply providing heavy native landscaping, especially trees, along the highway corridor, and making sure that parking is shielded from view as much as possible.
- 4. Paint the Foothills South wall as a community project, with permission from the subdivision. Experiment with colors to see what the public prefers (and to generate public involvement with implementing the plan). This may be paid for by the City, or, if the idea is widely circulated, may be a volunteer effort which is community driven.

POTENTIAL CHANGES TO SEDONA COMMUNITY PLAN

Land Use:

The following represents the potential re-designations to the Sedona Community Plan Land Use Map that could be considered in order to provide consistency with the land uses described in this report. These potential changes do not necessarily reflect what will actually be recommended for adoption, but illustrate the changes that might be considered as a result of these Phase One recommendations. In many cases, additional evaluation of these land uses will be necessary prior to the formulation of recommended changes to the Land Use Map.

1. Navoti Planned Development:

- Between Compactor Road and Bristlecone Pines Drive:
 - Between the highway and Navoti Drive Mixed retail shops and restaurant uses (Currently consistent with Sedona Community Plan Map designation).
 - North of Navoti Drive Transitional (Offices, small-scale hotel/resort, mixed)

use residential or retirement housing) (Potential Sedona Community Plan Map change to "Transitional" or a new "Mixed Use designation).

East of Bristlecone Pines Drive:

- Between highway and Navoti Drive Medical-related uses/mixed retail (Area closest to Bristlecone Pines Drive could be re-designated as "Mixed Use" on the Community Plan Map.).
- North of Navoti Drive Transitional (Offices, small-scale hotel/resort, retirement housing) (Potential Community Plan Map change to "Transitional" or "Mixed Use").

2. Red Rock Loop Road:

- Retail uses compatible with High School/Cultural Park (Currently consistent with Sedona Community Plan Map designation)
 - Possible incorporation of "Vista Point" into future commercial project.

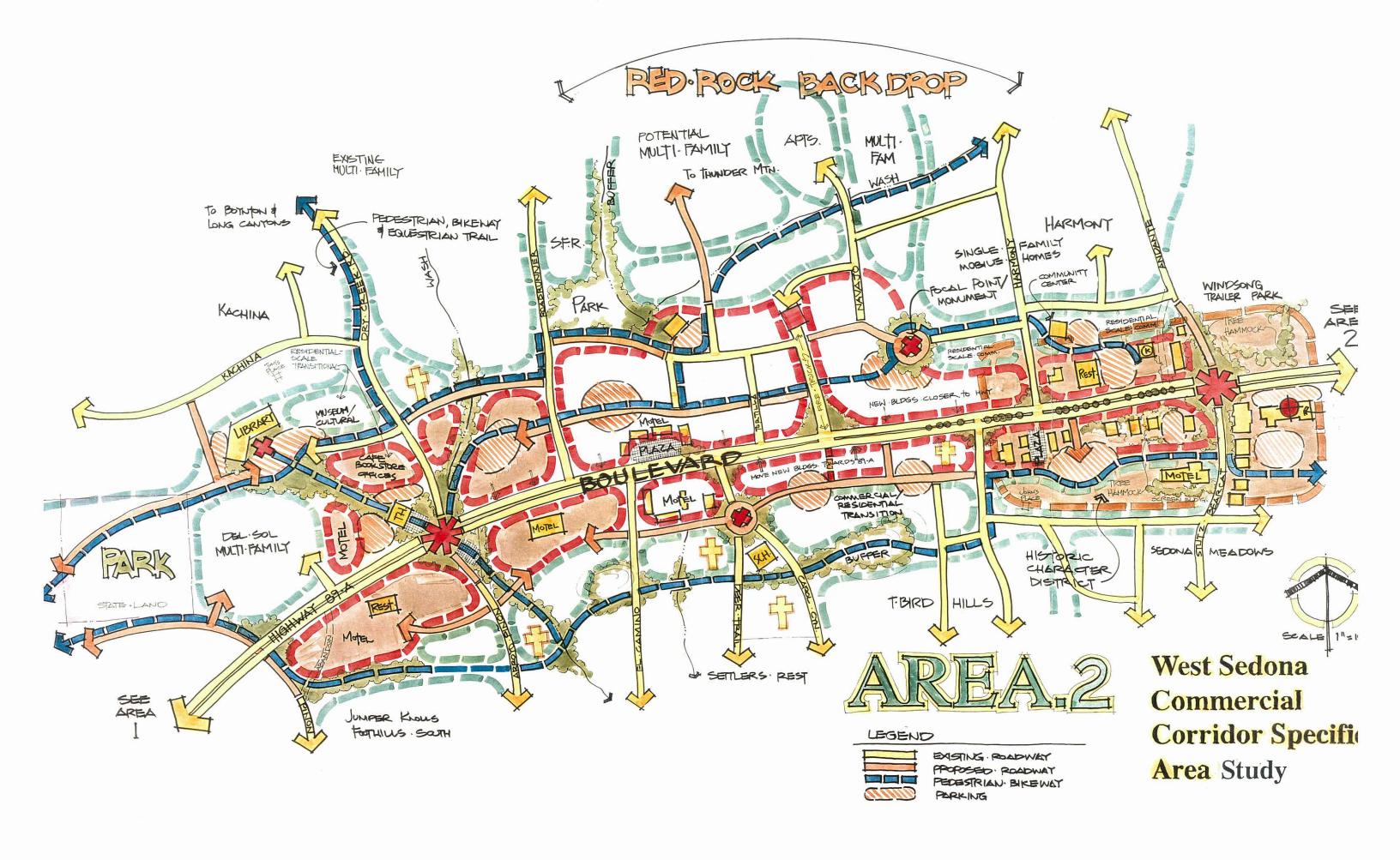
3. North Side 89A between Navoti and KAZM:

- South Side of Navoti Drive (extended) Hotel or other planned commercial use providing access from Navoti Drive and combined Calle Del Sol entry, opposite Juniper Drive and providing natural buffer to southwest (Currently consistent with Sedona Community Plan Map designation).
- North of Navoti Drive (extended) Mixed Density housing with low density and natural buffers adjacent to existing single-family. (Potential Community Plan Map change to "Transitional").
- 4. South Side 89A between Pinon and Juniper Drives:
- Highway Transitional with recommended office type uses (Potential Community Plan Map change to "Transitional").

Circulation (general):

The following represent potential circulation improvements that could be incorporated into the Circulation Element of the Sedona Community Plan based on the Phase One recommendations in this report. These potential improvements do not necessarily reflect what will actually be recommended for adoption, but illustrate potential improvements that might be considered.

- 1. Extend Navoti Drive from Compactor Road to Calle Del Sol/Juniper Drive (with eventual link to Dry Creek Road) (See Area #1 Guidelines).
- 2. Extend El Camino Real to Red Rock Loop Road.





WEST SEDONA COMMERCIAL CORRIDOR

SPECIFIC AREA STUDY - Phase I

10. SUB AREA II: Dry Creek Center GUIDELINES

General

This is the true beginning of the existing strip commercial area, with development already existing on both sides of the highway. There are two activity centers developing at the Dry Creek Road and the Andante intersections, which this plan tries to enhance and make more interesting and full of vitality. The vision of a "boulevard" environment can start at Dry Creek Road and extend all the way to Soldiers Pass Road.

Land Use

1. The Dry Creek intersection can become a vital center, and as such, provide a gateway into the more intense commercial area (where buildings are close to the street). The NW corner is becoming a key to this vision, with the construction of a new twin movie theater and neighboring hotel.

Although off of the main intersection, a link could be made to the new Sedona Library building which is located further north. The land between the highway uses and adjacent to the library is designated as a transition area. This is envisioned as residential in scale, providing uses which could support the library: cafes, other cultural uses, etc. These could create an area of pleasurable activity between the library and the highway and Dry Creek Road, while at the same time buffering the Kachina neighborhood.

The decision to depict this as a transition area is recommended not only to take advantage of the library activity, but because library use coupled with the activity of the hotel and movie theaters would probably make this land less appealing for residential use anyway. The residences between the library and Dry Creek Road are also on fairly large parcels of land which allow more potential for development options and for maintaining a "garden buffer" to the neighborhood.

The SW corner has a popular restaurant and dance establishment anchoring it, with a large number of undeveloped properties around it. The SE corner is undeveloped and transitions into some hotel and commercial uses as one moves further east. The NE corner has a variety of stores (i.e., books, music) and offices, which could be

considered "soft" (in other words, the buildings have the likelihood of future redevelopment). The possibility exists to provide a mix of uses which are all interdependent, creating a very strong commercial center with strong pedestrian use between all four corners.

2. Obviously, it would be desirable to provide uses which could take advantage of the activity generated by the theaters, restaurant, and library. This would be consistent with the Land Use component guidelines and would strive to promote social activity in view of the highway in order to attract and sustain more activity within a popular destination point.

Two main different use relationships would be involved to create such a scenario: the first would be between commercial uses that create a sequential use pattern. For instance, one goes to a movie, then goes to a restaurant, ice cream stand, or coffee shop afterwards. Or one is waiting for a movie and browses in a bookstore, music store, or gift shop beforehand. The Design portion of these guidelines will address how this can be facilitated. The second main relation is that of having nearby users to support this activity, both through the use of the commercial services, but also through the potential to inhabit public gathering spaces. This is why it is desirable to have a mix of hotels, housing and offices close by.

3. West of the Dry Creek intersection on the north side of the highway, there are several large undeveloped parcels of land, and the commercial area extends quite deeply off of the highway. Because of the road and alley configuration, there is the opportunity to create a more traditional office and shopping environment, which is shown extending all the way to Harmony.

The adjacent area to the north, beyond Hopi Drive, is depicted as a transition area, and beyond this, higher density housing (which would be adjacent to existing apartments and multi-family housing) on the undeveloped land which is now planned as a future subdivision (Thunder Mountain). The intent is to place the higher density housing at the edge of what is envisioned as a deeper pedestrian commercial zone which would connect to the boulevard and be accessible to the centers at both Dry Creek and Andante. Whether it is developed as higher density or stays as single family, the transition area would still provide a buffer to the service and commercial uses (and this zone already contains transition-type uses, such as bed & breakfast establishments which are usually residential in character and can be quieter than many commercial uses).

4. There was much debate within the committee on whether to recommend specific locations for service type uses (such as auto repair, construction contractors, etc.), since there are some large undeveloped parcels where these uses could be accommodated (such as east of Southwest Drive and Navajo). Ultimately, additional

locations were not specified due to the need for some degree of flexibility for identification of specific sites. However, in an ideal sense, these uses should not be on the highway, although close by (possibly off parallel routes), and somehow providing them with main street visibility or signage. In this manner, the highway could achieve a boulevard character, with places inviting to pedestrians and shoppers.

5. Continuing eastward on the north side of the highway, the strip of residential properties adjacent to the commercial lots and fronting Cantabile Street and Melody Lane is depicted as a transition area. The reason for this is twofold: 1.) there is an abrupt transition into the backs of commercial buildings which presently form an undesirable "no-man's land", and 2.) a road connection was designed to connect to Cantabile, with the increased traffic possibly making this less desirable as a residential street (which brings up the question as to whether the transition area should extend to both sides of the street).

The transition area was seen as maintaining the residential scale and character (in other words, not increasing the *intensity* of uses) of the buildings and neighborhood. One such possible use is that of professional offices. It should be reiterated that the transition areas are meant to benefit the residential neighborhoods, both by creating good buffers and by allowing people to get out of undesirable residential living situations by now making their property more appealing with commercial possibilities.

Similar transition areas were designated on the south side of the highway. Since this is where some of the most "shallow" commercial lots in the entire study area are located, transitional uses could allow for the potential of more efficient development and circulation patterns. Alternative uses in this area also attempt to address the already existing conflict between uses, such as residences off of El Camino have with the adjacent hotel. One transition possibility is a hilltop vista point/park, natural area buffer just south of the commercial property, between Carol Canyon Drive and Canyon Wren Drive.

- 6. There are hotels scattered on both sides of the highway in this location. Any new hotels should be encouraged to locate close to the activity centers, both to help support them (and allow for pedestrian access) and to avoid creating a monotonous hotel "strip" as the predominant highway use. The other hotel or lodging alternative is of a type that can be located in transition areas, such as bed & breakfast establishments of a residential scale.
- 7. Between Thunderbird and Stutz Bearcat there are a number of old red rock buildings which create the opportunity for developing a Historic Character District. This can also tie in with the special character of the large trees on both sides of the highway at the Andante and Stutz Bearcat intersection. The south side of this district would be transitional to the residential neighborhoods.

8. The possibility also exists to create residential areas mixed with commercial uses, such as already exists at Plaza del Oeste for example, where some housing is located above the commercial complex.

Circulation

- 1. Potential road connections are depicted from the Sedona Library (White Bear Road) to Navoti and to Kachina. The Kachina connection would follow the existing service easement which was used during the library construction. The connection to Navoti would pass through the state land in order to create a buffer between it and the neighbors in Kachina. Although neighbors close to this route opposed it at public meetings, the committee felt the option should still be shown in order to maintain the possibility of parallel highway routes accessible from the main arterials (especially in case of any emergency highway closure). Although the vehicular route was shown as a potential future option, a bicycle and pedestrian way was viewed as a necessity.
- 2. A pedestrian connection from the Sedona Public Library to the new motel, movie theater and street corner was considered important. It would be a way to bring the presence of one of Sedona's few key civic buildings to the main street and activity area. It would also be convenient for users of all the facilities at the intersection, and, if a transit stop was ever to occur at Dry Creek Road, this would be an especially important connection. A traffic signal will eventually be installed at Dry Creek Road.
- 3. A web of streets and pedestrian ways and alleys was conceived as extending on the north side of the highway from Dry Creek Road to Andante. Within this would be a parallel, if circuitous, vehicular route. A realignment of Southwest Avenue with the fire station drive is also recommended.
- 4. A parallel route was also envisioned for the south side of the corridor. Since the terrain and available space is more limited, some of this route may be provided alongside or through parking areas. There are some areas where a frontage road would be possible, but the route behind commercial buildings will be assumed until specific development occurs which can analyze and show the alternatives.
- 5. The parallel routes are also intended to help in consolidating access to businesses so that excessive curb cuts are eliminated. Besides the use of the sidestreets, some new access drives may need to be created to adjust for the lack of multiple curb cuts. Parking behind buildings or to the side would be encouraged, as well as consolidated or shared parking in order to minimize curb cuts.
- 6. A realignment of Andante with Stutz Bearcat is depicted, which is a concern because there are now buildings in place which make this difficult to do. But a

solution is needed for it is a high traffic intersection and will probably warrant a traffic signal eventually (if it does not already). One other option is to leave the two streets offset and make the traffic signal work for both of them, with an unusually long space in between them; they are just far enough apart that this might work, but would obviously need to be studied by traffic engineers. The benefit, obviously, is that it would cause no damage (or loss of property value) to landowners.

7. The highway improvements here would be important for this is where it would turn into a boulevard, starting at the Dry Creek intersection. The highway itself would remain at four lanes with the addition of a bike lane on each side. Major intersections would need to be evaluated as to their ability to allow for emergency vehicle U-turns (which may be accommodated by the provisions of right turn lanes).

A center median is recommended with turning lanes where necessary; when detailed studies took place it would be decided whether the median would be landscaped or not. Sidewalks on each side would be improved, focusing on the need for a buffer between roadway and pedestrians.

8. Transit stops should be planned wherever possible, such as when major intersections undergo redesign and improvement.

Design

1. The Dry Creek intersection should have special design qualities which define it as a landmark and create an entry into the boulevard. The new cinema provides a step in this direction by placing the building close to the street and by creating a corner plaza. Similar types of development should be encouraged at all the other corners, not only in terms of building design, but in order to create good connections between all the developments to encourage a sharing of activity. This would also involve making the connection to the Sedona Library a beautiful and inviting design.

There are also other simple ways to create a strong design statement, such as the use of large riparian trees around the intersection (some of which already exist due to Dry Creek wash). This is something that can be considered when Arroyo Pinon and Dry Creek are realigned in conjunction with the proposed traffic signal, and not necessarily waiting until development of all the commercial properties occurs.

2. As mentioned above and in the guidelines to Sub-Area I, the highway median provides an opportunity for landscaping and art which will need further study. This involves deciding not only whether it will be landscaped, but whether there will be trees or not. For the most part, it seems like trees would not be desirable in order to maintain the panoramic views of the red rocks.

However, there are portions of the highway where trees in the median could add to the special quality of a-place and create a focal point that would break the monotony of the strip. For instance, the Andante and Stutz Bearcat intersections which are characterized by the large trees could be enhanced by having similar trees in the median, thus joining both sides together. This would be especially true if the traffic signal solution to this intersection is unusual (as mentioned in the Circulation guidelines above) and resulted in a wider-than-usual pedestrian crossing. Such a non-standard signal and crossing would create the sort of special design landmark that focuses attention on a commercial center and gives character to the boulevard.

3. The boulevard character of the highway would depend primarily on design solutions: having the sidewalk set back from the highway (and, depending on their character, adjacent to buildings); creating a landscape or bollard buffer between walk and highway (including clear building number signage, and possibly mileage markers); creating a constant row of trees to shelter the walkway on either side (adjusted for views as necessary); and allowing and encouraging buildings to move closer to the street in order to create a defined space and pleasing sense of enclosure.

Parking in the rear or to the side of buildings would be encouraged. When it is fronting the highway, parking should be shielded (Pepe Muldoon's Mexican restaurant and the Lantern Light Inn are good examples of this).

- 4. It is assumed that a program to bury unsightly power lines along the highway will eventually be implemented.
- 5. Off of the highway there are several opportunities to make the streets special and inviting to pedestrians. Traditional landscaping and building patterns are one solution. This may require parking to be relocated to the backs of buildings, the creation of more parallel parking, or the inclusion of walkways and landscaping between diagonal parking and buildings. Whenever a building terminates the axis of a street, a distinctive design should be encouraged.
- 6. There is an existing pattern of two story buildings with upper level porches along the highway. This building type could be encouraged if designs continued to use typical Sedona building elements and materials. Another good example of non-strip design, especially as a way to avoid tourist town hotel strips, is the Lantern Light Inn which presents a landscaped berm to the highway, with parking and buildings largely invisible to view.
- 7. There are certain uses --- such as automobile or recreational vehicle sales yards --- that are inimical to the boulevard character. However, much of their negative aspects can be overcome by good design (low walls, places to sit, signage, lighting) and landscaping. Special attention should be paid to such cases.

8. The Historic Character District mentioned in the Land Use section could be developed by preserving existing red rock buildings and requiring new construction to fit in with it, if not by having some minimum use of rockwork, then at least by use of colors and building styles. This would allow for great flexibility.

For example, the new Mexican restaurant on the north side of the highway in this area already fits right in. As another example, the existing buildings along Stutz Bearcat have an old-time Western style. Repainting these to give them more of a Sedona-specific character would be a simple way to enhance this district. A bigger challenge would be to attempt to make more conventional modern strip buildings --- the Circle K or the car wash for example --- fit into such a scheme, but it simply would take good design and landscaping for it to happen.

9. The major access streets from the highway into the neighborhoods could become continuously tree-lined for a small distance off of the highway in order to create gateways and distinctive identity points for the neighborhoods.

Economics

- 1. Except for some of the transition areas, not many specific uses were recommended. It seemed that the articulation of the general vision --- such as an activity center at Dry Creek Road --- and making the design decisions to facilitate connections between uses, would encourage the sort of orchestration of uses that was outlined in the Land Use guidelines.
- 2. The creation of activity centers at Andante and Dry Creek Roads with an attractive pedestrian boulevard in between them also work together. By creating two focal points it is more likely that pedestrian use will occur along the boulevard in between the two. Scattering motel use along the boulevard would avoid the strip-motel feeling, while still providing a desirable level of activity that could support shops and restaurants. It would be important to maintain a level of local service uses so that in the long run the boulevard does not eventually become predominantly tourist oriented.
- 3. Although it is desirable to have some service uses off of the boulevard (such as repair shops or mare industrial type services), many of these depend on highway visibility for their economic success. A special effort could be made to maintain these uses in the rear of commercial areas while still providing clear and distinct signage, possibly next to new access routes which take the place of multiple curb cuts.
- 4. It should be noted that although the transition areas were created as buffers to benefit the quieter residential neighborhoods from the more intense commercial uses, they would potentially rise in economic value by becoming desirable commercial areas

rather than undesirable locations to live in. The other economic plus is that a mix of uses that can benefit one another can be created, rather than having uses in isolation that always necessitate driving from one to another.

5. There are various options available to merchants and property owners interested in working together and possibly creating some sort of association. They can do it for the Boulevard as a whole, they can do it for the individual activity centers (Dry Creek and Andante), they can do it for the Historic Character District, or they can do it for the extended commercial area north of the highway. Or, of course, they do not have to do anything at all.

^{*} Please note that the above recommended directions should be compared to and consolidated with the economic development directions and considerations contained within the "Business Retention and Expansion" and "Focused Future" programs recently prepared for the City.

Implementation Strategies

QUICK VICTORIES

- 1. Landscaping should create a landmark of the Dry Creek intersection and enhance the activity focus at the corners (as begun by the cinema).
- 2. A landscaping plan should be developed for the sides of the boulevard (this would have to tie in to Phase II detailed planning for the streetscape). This would provide design consistency, possibly just among trees, could be developer driven, and not exceed any of the requirements for landscaping that would have to be met anyway. There is the potential for it to be divided into smaller portions which could possibly be improved by community groups or citizen volunteers (similar to "Adopt-A-Highway programs).
- 3. The Circle K stores in the Village of Oak Creek and in the Sedona Creek District were recently remodeled. If the one at the Andante intersection were to do the same, perhaps the store owner could work together with the City and community groups (such as the Historical Society) to make a prototype example of how a standard strip commercial building type could become part of an historical character district.
- 4. The Andante intersection is a dangerous location for nighttime pedestrian crossings. A light could improve safety and at the same time provide a prototype for potential boulevard lights (low to the ground; use of diffuse or reflected light shielded from the night sky; design character to enhance the sense of place of Sedona and the boulevard). This could also provide a challenge as a competition for artists and designers.
- 5. When the buildings on Stutz Bearcat are to receive new coats of paint, encourage repainting in colors which strengthen the special quality of place of Sedona.
- 6. Create an incentive program to consolidate existing parking and minimize curb cuts.

POTENTIAL CHANGES TO SEDONA COMMUNITY PLAN

Land Use:

The following represents the potential re-designations to the Sedona Community Plan Land Use Map that could be considered in order to provide consistency with the land uses described in this report. These potential changes do not necessarily reflect what will actually be recommended for adoption, but illustrate the changes that might be considered as a result of these Phase One recommendations. In many cases, additional evaluation of these land uses will be necessary prior to the formulation of recommended changes to the Land Use Map.

1. North Side 89A (Off-highway)

West Side Dry Creek Rd:

• Residential- scale Transitional is recommended as a commercial/residential buffer (A small-scale museum or other library-related uses, pedestrian-oriented cafes, bookstores, offices, bed and breakfast). Conversion of existing single-family designated parcels adjacent to White Bear Rd. to "Transitional" uses should be contingent upon retention of existing single-family structures for alternate uses or consolidation of parcels and re-development incorporating a pedestrian/bicycle link between library and Dry Creek Rd. intersection (Potential Community Plan Map designation to "Transitional" for both commercially-designated and single-family designated parcels adjacent to White Bear Road).

Dry Creek Road to Roadrunner:

• Immediately behind existing commercially-zoned area is an area of office (currently designated Commercial on the Community Plan Map), and single-family residential zoning. A Community Plan Map change to "Transitional" would allow for mixed commercial, office and residential uses. Future consideration of rezoning to more intensive uses should, however, be contingent upon large parcel / site-plan specific development or redevelopment (planned development zoning), incorporating a road/pedestrian/bike connection between Dry Creek and Roadrunner, linking White Bear and Cardinal Lane.

Cantabile and Melody Lanes:

The area immediately adjacent to the south sides of these two streets (Currently designated single-family residential on the Community Plan Map) is presently unbuffered from adjacent commercial to the highway. Residential-scale transitional uses, such as offices could be considered for these properties (Potential Community Plan Map change to "Transitional").

2. South Side 89A (Off Highway):

El Camino to Thunderbird:

• The area immediately adjacent (behind) the existing commercial area (currently designated single-family residential on the Community Plan Map) could serve as a transition between the existing commercial uses and the single-family areas by creating a buffer of uses more compatible with both residential and commercial. Future consideration of rezoning to alternative uses should, however, be contingent upon large parcel / site-plan specific development or redevelopment (planned development zoning), incorporating a road connection

and separate pedestrian/bike connection between El Camino and Thunderbird. This road connection would serve as an alternate commercial access in addition to providing a parallel road connection to the highway (Potential Community Plan Map change to "Transitional"). A "Vista Point" should be incorporated into a future transitional project (See Area #2 Guidelines).

Thunderbird to Stutz Bearcat:

The area immediately adjacent to the north of Whippet Way (Currently designated single-family residential on the Community Plan Map) could be designated as a transition between the existing commercial uses and single-family areas, including residential-scale transitional uses, such as offices (Potential Community Plan Map change to "Transitional").

3. Highway Uses:

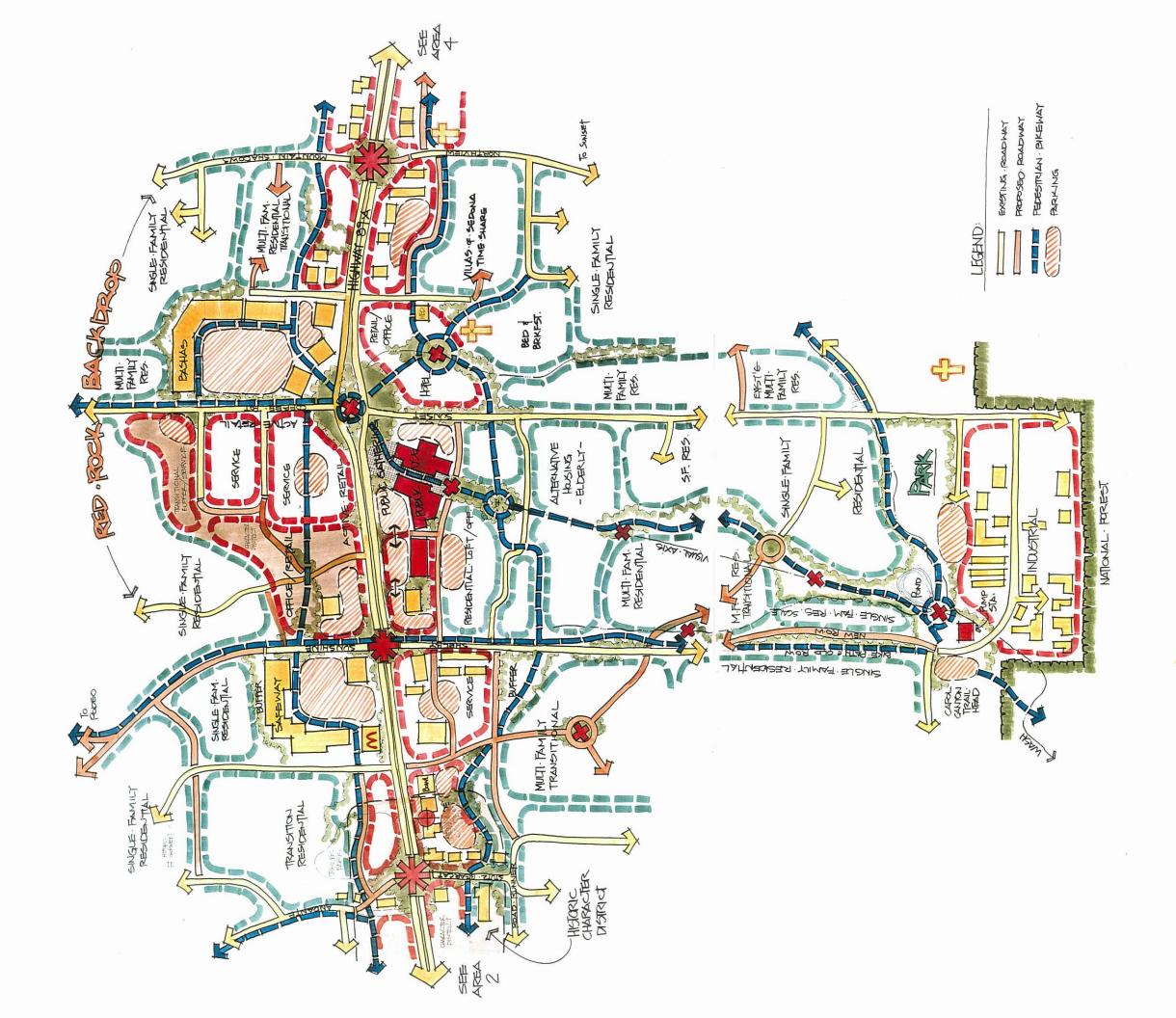
Hotels should be located closest to Dry Creek and Andante intersections.

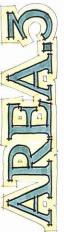
Circulation (general):

The following represent potential circulation improvements that could be incorporated into the Circulation Element of the Sedona Community Plan based on the Phase One recommendations in this report. These potential improvements do not necessarily reflect what will actually be recommended for adoption, but illustrate potential improvements that might be considered.

- 1. Connect Navoti Drive to Dry Creek Road and Link Dry Creek to Harmony (See Area #2 Guidelines).
- 2. Link Pinon Drive to Thunderbird (See Area #2 Guidelines).
- 3. Pedestrian/Bike Connections (See Area #2 Guidelines).







West Sedona
Commercial
Corridor Specific
Area Study



WEST SEDONA COMMERCIAL CORRIDOR

SPECIFIC AREA STUDY - Phase I

11. SUB-AREA III: Coffee Pot Center GUIDELINES

General

This area is the heart of West Sedona: in terms of traffic activity at the major intersection, in the location of the major food markets (including the two main shopping centers), and in its geographic location at the corridor midpoint between Dry Creek Road and Soldier Pass Road. It is also the "deepest" area considered, extending to encompass the heavy commercial/light manufacturing uses bordering National Forest boundaries to the south.

The boulevard street environment would continue through here and, as at Dry Creek Road, it is envisioned that the main intersection be something special, both in terms of design and as a connector between uses. There is a potential for a significant amount of multi-family housing which would be located conveniently close to the commercial areas which could benefit from this activity.

Land Use

- 1. The area NE of Andante is currently a trailer park, an important source of low cost housing. Since this may eventually be redeveloped, the area close to the highway remains designated commercial with the land behind it depicted as a transitional residential area, intended to help accommodate the users who would be displaced. It is envisioned as a transition from higher density units abutting the commercial area down to a scale similar to the single family homes neighboring it. This area encompasses some very large single family residential lots which may or may not become available for this proposed use.
- 2. The land north of the highway off of the lower portion of Goodrow Lane is also envisioned as a potential transition area. This could consist of a character district of office use (and possibly some retail) which preserves and even enhances the natural pinon and juniper character of this area. It would serve as a buffer between the residential areas and the heavy commercial/light manufacturing area which is accessed off of Coffee Pot Drive. Since some of this area is quite narrow, neighbors may prefer that it remain residential. However, this does not mean a landscaped buffer would not be possible.

3. The south side of the highway east of Stutz Bearcat would remain commercial. Uses which bring more social activity to the boulevard, as enunciated in the component principles and goals, would be desirable. For this reason, and because there is the land space for it, a bowling alley is depicted. This in no way means it is required or that it is the only place in the city for it. The intent is to simply show a type of use that would benefit the ultimate vision of an active boulevard.

There are some large parcels of undeveloped land here, coupled with the potential that the lumberyard could be redeveloped in the future. A highly "active" commercial area would be desirable on the boulevard frontage, while the back portions of the commercial area could utilize more available land for service and light industrial uses, connecting up with similar services which already exist west of Shelby Drive. A potential pocket park or natural buffer area is shown between the service areas and proposed multi-family housing.

Behind (to the south of) this buffer area is a large vacant parcel which is shown as a transitional multi-family area. This would follow the principle of having the higher density housing within convenient walking distance of commercial services, with a scaling down of building size and intensity of use to the single family residences that neighbor it. This particular parcel would also end up making a connection to similarly zoned land off of Shelby Drive.

4. The land along Shelby Drive consists of a long "belt" extending from the Sunset Mobile Home Park to the heavy commercial/manufacturing area on the south (it encompasses the Shelby Hill dirt mound). A future zone change to multi-family residential is currently being proposed for this area. While consistent with the land uses depicted in this report, the transitional nature of the higher density residential uses in this location should be reflected by a project with buildings of a residential scale, making a smooth transition to the single family residential areas.

Following the lead for the City Hall Site Study for Shelby Hill, a park is shown as a greenbelt buffer between the residential areas and the existing light manufacturing area on the far south. This would also serve the purpose of creating a large sized park on the south side of the highway.

5. The land representing the link between the multi-family and commercial areas is the Sunset Mobile Home Park. Although this may remain indefinitely, there is the potential likelihood that it will be redeveloped in the future since it is one development parcel, approximately half of which is already zoned commercial.

In case of such redevelopment, the plan depicts it as an alternative housing area which could serve the elderly. This was done in part to accommodate potential displaced users, as well as to serve a real need for Sedona as a whole: making

smaller, more economical, easier-upkeep living units available which are within walking distances of commercial areas. This would not necessarily be exclusive to one segment of society, but could accommodate a mix of users.

Where it borders commercial uses, transition housing, such as residential lofts above offices or retail uses, could be provided. Another intent behind the location of all this housing is to surround the activity center so that it can benefit from users within walking distance.

6. The old Basha's market was identified at one time as an ideal location for City Hall: it is in the center of town, it is highly visible, it has good potential to create a popular public gathering place, its office workers and citizen users would have pedestrian access to the surrounding commercial areas, and it could recycle an old structure instead of tearing up pristine land.

This opportunity is no longer an option, but the general urban planning principles still apply. The multiple movie theaters, now approved for the structure, would still provide the anchor to revitalize the entire shopping district. Depending on what other uses accompany the theaters, an opportunity exists to create a youth center or other gathering place.

Because of the visibility to the boulevard and good views of the red rocks, this center remains a good location to create some type of focal gathering point for West Sedona. This does not mean there should not be a myriad of small gathering places throughout the corridor, only that it would be logical to have one major location that everyone knew was the place to go for activity. Although good design is a key factor, the right mix of uses and activities would also be critical in order to ensure that this location not be a dead and empty place.

- 7. Uses which could enhance activity around the intersection (so that the corners would be links instead of barriers) would be desirable. The NE and SE corners are vacant and the other two could be redeveloped in the future. The SE lot is totally undeveloped yet still has the potential for a mix of uses, of hotel (again: a use which can provide a lot of pedestrian activity), retail, and office uses which could create a center where activity could spread and connected with all the other corners.
- 8. Another transitional area is shown on the north side, between the Basha's center and Mountain Shadows Drive, and is a proposed multi-family residential designation between the commercial and single family areas.

Circulation

- 1. Since there is a road connection planned from Shelby up to Rodeo Road when the new single family residential area is developed, it seemed to be a wise idea to make a connection from the areas west of this road (connecting to Madole Road and possible even Tranquil Avenue) in order that these have access to a traffic signal at the highway. A new access road to make up for loss of curb cuts may align with Madole Road on the south side.
- 2. There is the possibility of a parallel route, albeit disconnected and circuitous, from Andante to Coffee Pot. This would involve going through the Park Sedona Center (Safeway shopping center) parking lot, which would be desirable in light of the need for some type of parallel route, especially in case of emergency road closures.

The parallel route also has the potential to extend from the Basha's parking lot to Mountain Shadows Drive, depending on the needs of existing development and the plans for the undeveloped parcel at the corner of the Mountain Shadows intersection. A connection is also shown completed between Yavapai Drive and Contractors Road in order to provide a more efficient circulation loop off of Coffee Pot.

- 3. On the south side of the highway, there is the potential for multiple parallel routes, one close to the highway passing through the commercial areas and accessing their parking lots, and the other further off the corridor, as a boundary between the residential areas and the commercial zones. The latter could include the extension of Whippet Way through new development to Shelby Drive (some people feel this is an absolute essential; others question whether it is necessary considering the impact it might have on existing homes). This parallel route could extend to Sunset Drive if the trailer park is ever redeveloped. For parallel access close to the highway it is critical that the parking lots between Shelby and Sunset be connected to one another. In conjunction with a recent development proposal for the "Shelby Hill" site, an additional connection has also been proposed between Shelby and Sunset. A final parallel route is depicted between Kaloff and Northview, between commercial and residential areas.
- 4. In the southern part of the study area, Shelby Drive is depicted with a slight realignment in order to create a buffer for homes that lie very close to it on the west. Roads would connect the various multi-family areas. Northview would be connected to Sunset Drive to create an important parallel route link (the same possibility could be provided from Stanley Steamer to Foothills South).
- 5. Highway improvements would be similar to those in Sub-Area II, with a four lane travel section with the addition of bike lanes and a median with turning lanes. Right-hand turn lanes may also occur (as at the north side of the Coffee Pot intersection).

- **6.** Parking should be consolidated in the hope of minimizing curb cuts. Potential parking areas are shown, and although most are assumed to be surfaced parking, the use of parking structures would not be out of the question.
- 7. Pedestrian and bicycle paths primarily run along the vehicular routes, although there is the potential in new developments to separate these. One key pedestrian connection is possible from the old Basha's center back to the potential park and a trailhead for access to Carol Canyon.
- 8. Transit stops should be provided at the main intersections or shopping centers. The possibility exists for the NE corner of the Coffee Pot intersection to become a major transit stop/center.

Design

- 1. The boulevard character of the highway continues through this sub-area. It would still depend primarily on design solutions: providing the sidewalk is set back from the highway (and, depending on their character, adjacent to buildings); creating a landscaping or bollard buffer between walk and highway (including clear building number signage, and possibly mileage markers); creating a constant row of trees to shelter the walkway on either side (adjusted for views as necessary); and allowing and encouraging buildings to move closer to the street in order to create a defined space and pleasing sense of enclosure.
- 2. Parking in the rear or to the side of buildings is encouraged. The eventual burial of unsightly power lines should also take place.
- 3. When new building or redevelopment occurs on the boulevard, the idea of focusing the activity on the boulevard should be made clear. Incentives or ways to help encourage such uses should also be explored (for example, a planned outdoor dining area at the Pizza Hut since this is the type of use that is desired on the boulevard, how can the city facilitate its implementation or give design guidance?).
- **4.** The area in front of the Park Sedona Plaza shopping center includes a large drainage ditch making it difficult to move the sidewalk from its present location directly on the highway (and thus also limits the space in which to provide a bike lane). One option is to move to the other side of the ditch, higher up on the hill, but this warrants a closer look in Phase II implementation.
- 5. Large parcels which are to be developed or redeveloped are encouraged to follow the principles provided in the Urban Design component section in order to create a pedestrian realm of paths and courtyards which are shielded from parking. Landmarks

or public ares are shown at the end of circulation path axes wherever possible.

- 6. Large surface parking lots, such as the old Basha's center, should be brought up to current city landscaping standards. Of course, this should work in conjunction with any public gathering space design, if this becomes a possibility.
- 7. A special design statement should occur at the Coffee Pot Sunset intersection. As with Dry Creek, this could be something as simple as the use of larger trees than those used on the rest of the boulevard. Alternatively, the landscaping could become even a stronger design statement, such as creating a circle that cuts through all development at all the corners, providing a very defined and strong transition at this juncture where the highway changes direction. Something special, whether public art or something similar, could also occur at the center of the intersection.

Traditionally, corners provided *the* key sites, places for fountains or special buildings. Building ensembles and locations relative to the intersection should be special, not only in order to create a recognizable landmark which is different than the rest of the boulevard, but to start linking all the uses together. That way, for example, once the multiplex cinema is established, its users will have convenient (and inviting) access to restaurants and shops on the other side of the highway and all the way into the Basha's center. And vice versa. Good, clear links for pedestrian access from the neighborhoods should also be created.

- 8. Coffee Pot and Sunset (and possibly Shelby) can all be landscaped and have buildings and sidewalks designed to be more inviting, in the spirit of traditional shopping streets. This would also provide a good sense of entry to the neighborhoods.
- **9.** The service areas west of Coffee Pot should include buffers where they adjoin residential areas. Great concerns were expressed in public meetings that more traditional buffering methods, such as requiring the construction of huge walls, would be too demanding and possibly visually unacceptable. It need not be this way, nor anything which is too complicated or costly. A possible goal is to slowly bring these areas (including the heavy commercial area at the end of Shelby) up to city standards for landscaping and colors. This does not mean that these areas could not be utilized for heavy commercial and manufacturing uses, but simply that they would fit into the landscape more harmoniously and be better neighbors. A good example of what a simple paint job can do can be seen at the West Sedona School at the Posse Grounds.

Economics

- 1. Although most of the commercial areas in this sub-area are in shopping centers, there will continue to be a need for merchants association(s) in the other areas. The potential also exists for these centers to work together to help make other improvements (eg. to the boulevard or the special design at the intersection).
- 2. Making the link between uses at the intersection would be beneficial to all, providing more users for the different activities all around this center.

^{*} Please note that the above recommended directions should be compared to and consolidated with the economic development directions and considerations contained within the "Business Retention and Expansion" and "Focused Future" programs recently prepared for the City.

Implementation Strategies

QUICK VICTORIES

- 1. Guide development at the main intersection to meet the general goals of the plan. This may involve only minor adjustments in what a developer may be planning to do anyway.
- 2. Implement minimal painting and landscaping improvements in the parts of the industrial areas that may be considered the worst eyesores.
- 3. Link the Plaza West and old Basha's parking lots (currently in process).
- 4. Provide the first steps towards creating the park on the south side of the highway, by possibly creating a large grassy area that kids can use as a play field.
- 5. Utilize a small area of the highway to create a sample of what the final boulevard could be like, with all the details included. It can be located near the intersection or wherever it is easiest to implement, and where it would be most visible or get the most use.

POTENTIAL CHANGES TO SEDONA COMMUNITY PLAN

Land Use:

The following represents the potential re-designations to the Sedona Community Plan Land Use Map that could be considered in order to provide consistency with the land uses described in this report. These potential changes do not necessarily reflect what will actually be recommended for adoption, but illustrate the changes that might be considered as a result of these Phase One recommendations. In many cases, additional evaluation of these land uses will be necessary prior to the formulation of recommended changes to the Land Use Map.

1. North Side 89A (Off-highway):

Andante to Madole:

Residential Transitional with a mix of densities and housing types (currently designated as single-family and mobile home park on the Community Plan Map). A potential Community Plan Map re-designation of this area to "Transitional" could be considered. Future consideration of rezoning to more intensive uses should be contingent upon:

- Re-development and re-distribution of low and higher cost housing if existing mobile home park is incorporated into future development.
- Large parcel / site-plan specific development or redevelopment (planned development zoning), incorporating a road/pedestrian/bike connection between Andante and Madole and a connection between Madole and Rodeo Road extension.
- The area adjacent to the highway, comprising a portion of the same mobile home park, could also be designated as commercial/residential transitional (mixed use), contingent upon redevelopment and redistribution of low cost housing into the above described residential transition area (Potential Community Plan Map change to Transitional).

Goodrow Lane Area:

- Transitional Office/retail/residential, including buffering to existing single-family (Currently designated single-family on Community Plan map). Future rezoning to more intensive uses should be contingent upon:
 - Large parcel / site-plan specific development or redevelopment (planned development zoning), incorporating a connection between Shelby (extended) and Goodrow and Goodrow to Contractors Road and/or Yavapai Drive (See Area #3 Guidelines). A potential Community Plan Map change to "Transitional" could be considered.
- Area north of Jackrabbit Potential Residential-scale Transitional (buffer between commercial and single-family).

Payne Place to Mountain Shadows:

- Area between existing commercial and Sedona West Residential Transitional (Currently designated single-family residential and mobile home park on the Community Plan Map), primarily multi-family residential (Potential Community Plan Map re-designation of this area to "Transitional"). Future consideration of rezoning to more intensive uses should be contingent upon:
 - Re-development and re-distribution of low and higher cost housing, if existing mobile home park is incorporated into a future project.
 - Large parcel / site-plan specific development or redevelopment (planned development zoning), incorporating a road/pedestrian/bike connection between Payne Place and Mountain Shadows.

2. South Side 89A (Off-highway):

• Stutz Bearcat to Shelby:

- Large parcel between Roadrunner and Shelby (Currently designated as single-family on the Community Plan Map) Residential Transitional (including mixed densities and housing types), including significant natural open space buffer to adjacent subdivision (Potential Community Plan Map re-designation to "Transitional"). Future consideration of rezoning to higher density should be contingent upon:
 - Large parcel / site-plan specific development (planned development zoning), incorporating a road/pedestrian/bike connection between Whippet Way/Roadrunner and Shelby Drive

3. Highway and Commercial Uses:

See Area #3 Guidelines

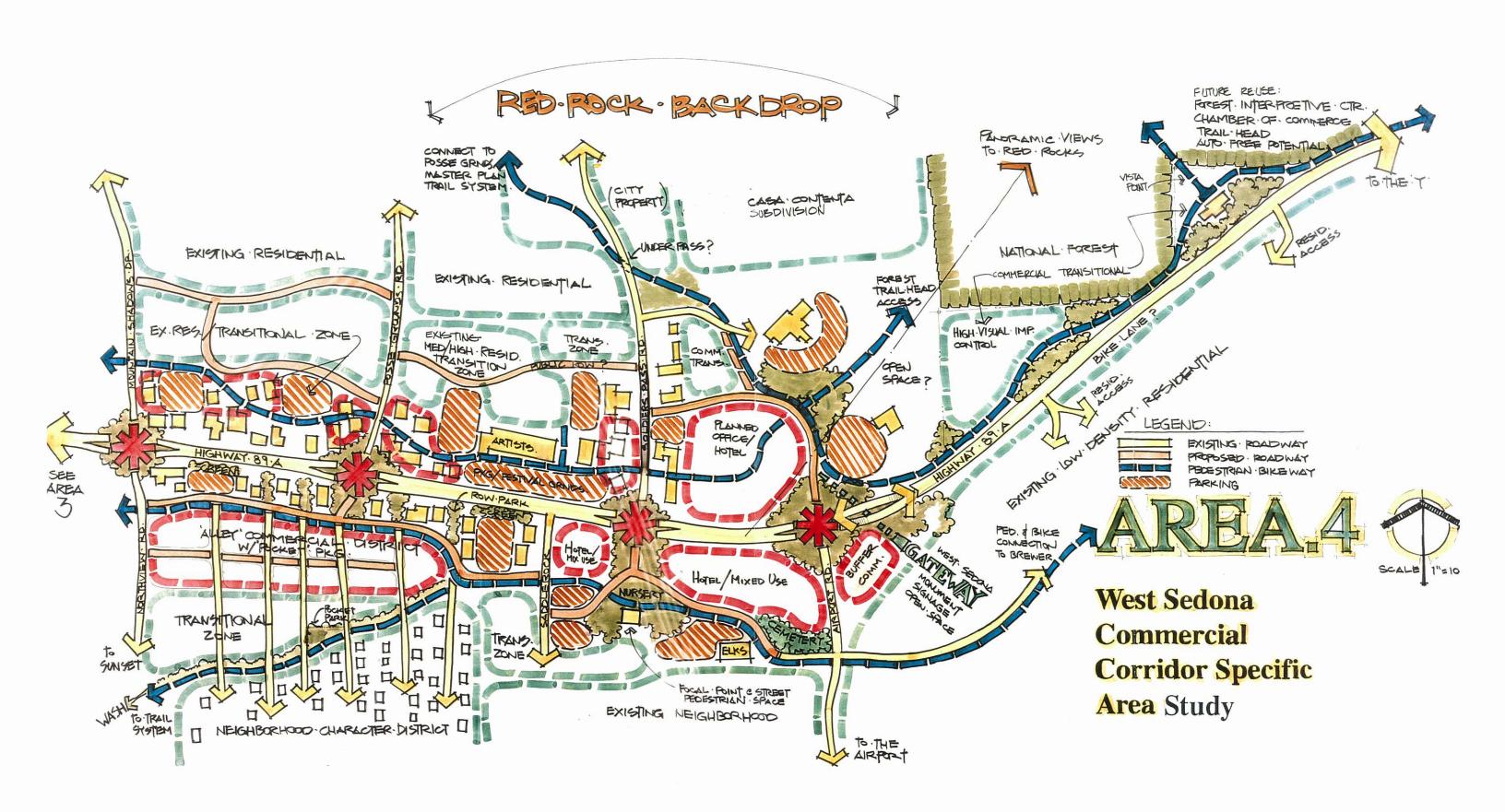
Circulation (general):

The following represent potential circulation improvements that could be incorporated into the Circulation Element of the Sedona Community Plan based on the Phase One recommendations in this report. These potential improvements do not necessarily reflect what will actually be recommended for adoption, but illustrate potential improvements that might be considered.

- 1. Connect Madole, Shelby and Rodeo Drives
- 2. Connect Shelby/Rodeo and Goodrow
- 3. Connect Goodrow and Coffeepot
- 4. Connect Payne Place and Mountain Shadows
- Connect Stutz Bearcat/Whippet/Roadrunner and Shelby
- Connect Sunset and Northview (Direct or Indirect)

(See Area #3 Guidelines for details)





WEST SEDONA COMMERCIAL CORRIDOR

SPECIFIC AREA STUDY - Phase I

12. SUB-AREA IV: Soldier Pass Center GUIDELINES

General

The easternmost study area extends form the Mountain Shadows intersection, past Soldier Pass Road (and the end of the boulevard) down Cook's Hill and the Soldier Wash "forest finger". As at the other end of West Sedona, there is an abrupt shift in character as one moves from a strip commercial environment to an area that is largely undeveloped and which opens up to spectacular views of the forest and distant cliffs and rocks. It provides the opportunity for an eastern "gateway" in and out of West Sedona.

Land Use

1. The area behind the commercial zone between Mountain Shadows Drive and Posse Grounds Road is depicted as a transition area. This area is not as clearly transitional as some similar transition areas in, for example, Sub-Area II. Its primary access is via a circuitous route in the Mission Hills and San Patricio neighborhoods. The purpose of this is not to expand commercial space, but to provide a buffer for the sake of the residents if they so desire it: the lots involved are squeezed up tightly to the commercial areas and if area residents feel this is a negative aspect to their living situation, this could allow them an alternative option (currently their homes are the buffer for the rest of the neighborhood).

The transitional uses could include offices that still used the existing residential buildings and which did not increase the intensity of use. Access could be provided from an alley on the commercial side. This area also involves a small trailer park off of Traumeri Lane which, if ever re-developed, could use the transitional area to become something which was still appropriate to the neighborhood and which could also accommodate any displaced residents.

Similar transition areas are shown on the south side of the highway. Any decision to create these areas should be dependent on neighborhood support. However, the flexibility that transition areas offer could encourage the proposal of more creative development ideas by entrepreneurs.

- 2. The area along Vista Montana is already made up of medium and high density housing, which is depicted on the map as a transition area between the commercial zone and the single family residential neighborhood.
- 3. The transition area and potential commercial uses to the south are depicted as extending far deeper than on the north side of the highway. The Concept is to create an "alley" commercial district off of the highway between Northview and Willow Way, potentially extending to Saddlerock. Due to the fact that the existing commercial lots in this zone are very "shallow", by extending the commercial area southward, opportunities for alternate access and parking could be provided in conjunction with a reduction in curb cuts and direct highway access. At the same time, the expanded transitional area would seek to minimize conflicts with residential areas. Although there was support for this idea and no opposition at the neighborhood meetings, the reality of implementation could be difficult, since there are many individual lots involved. The ultimate result, however, could be very beneficial to business and property owners in the area.
- 4. The neighborhoods behind this area, to the south, are the only ones in the study that garnered strong support for being a character district. This may be attributed to several factors: there are already a lot of workplaces in residences in this area; the grid of streets and older and taller trees begin to give it a traditional character; its proximity to the Soldier Pass intersection and the potential alley district made it seem a natural extension of these commercial areas.

The intent was to create a charming district of more value and appeal to residents. Although the plan may show it as a Character District (potentially a place of artists and craft workshops, limited retail, or simply more traditional architectural and street design), it would be up to the neighborhoods as to what and whether they desired this or not.

- 5. The Soldier Pass intersection is the main activity center in this area. Most of the uses around it are already existing or under construction. Some may be redeveloped in the future. The plan shows some hotels (some of which are under construction) in order to help create the activity desired at the center. Where some of these border neighborhoods, suggestions were made to follow the model of places like the Arizona Inn in Tucson which is in the heart of a residential neighborhood yet blends in perfectly, adding to the character and charm of the area. To avoid becoming solely tourist oriented, a mix of uses was recommended which catered to both tourist and locals at this center.
- 6. Applicable to all such centers is the need to explore incentives so that the city can help entrepreneurs create something special that can become a real anchor and unique attraction in its own right (similar in concept to helping a place like Tlaquepaque ---

albeit in spirit if not in size or style --- develop).

7. The extent of the commercial development presently ends at the Airport Road. There is some commercial land on the SE corner that is depicted as a buffer area for the neighboring residential areas and which could also maintain the natural character of the environment, as a gateway into Cook's Hill.

The same would apply to the undeveloped parcel on the north of the highway, beyond the church, as one goes down Cook's Hill. This is shown as a transition area, in this case transitioning into the natural terrain and vegetation of National Forest land surrounding Soldier's Wash. It would be a high visual impact area, and recommended as open space *only if the city could afford it* (such recommendation is not meant to hinder development). Although development may occur here, the intent would be to avoid a strip commercial character and to focus on becoming a good foreground which fits the character of the forest and could even enhance the views beyond.

There is one other lot in this visually sensitive area, the present location of the Real Estate Central offices. Although this use may remain indefinitely, it is such a dramatic site that potential suggestions for future public reuse were noted. The possibilities are many, such as an auto-free Interpretive Nature Center or museum of some type, coupled with trail heads, picnic spots, and vista points or a park.

8. It is important that the National Forest land of Soldier's Wash remain in a natural state. It is a unique finger of wilderness that comes right into the heart of the city and makes the connection to the red rocks seem very powerful, spacious and immediate. There is nothing that can be designed and built which expresses the essence of Sedona in such a dramatic way.

Circulation

1. Parallel routes already exist north of the highway through the neighborhoods. It would be desirable for Vista Montana to remain open all the time, not solely for emergency alternate route use (such as when the Soldier Pass traffic signal was being installed). A new route is now being installed in the development east of Soldier Pass, which will provide a road that goes from Soldier Pass Road to align with Airport Road. The possibility also exists to link this with St. John Vianney Lane.

It is recommended that access to the parcel neighboring the church on Cooks's Hill would also be provided from off of this new road across from the Airport intersection. New road cuts on the highway on the hill could thus be avoided. This would also avoid cuts on steep terrain and sensitive land off of the highway.

- 2. On the south side, the parallel route close to the highway would be provided in the form of an alley behind existing commercial establishments. This could possibly extend from Northview Road to Saddlerock. If such a route was successful in being implemented, it could provide consolidated access to parking and minimize the amount of curb cuts on the highway. It would also allow for the possibility of Northview and Oak Creek Boulevard becoming the main access routes to the neighborhoods, with other parallel streets either stopping at the proposed alley route or only allowing right-hand turns onto the highway. A continuation of this parallel route (although not directly connected to the alley concept) would be a road from Saddlerock to Airport Road. This could link up with an extension of Soldier Pass Road on the south side of the highway which would end at a "T" or "Y" at this route. This would allow access for the neighborhoods and Airport Road traffic to the Soldier Pass traffic signal.
- 3. There are two important intersection realignments which can take place in this study area: Mountain Shadows and Northview Road, and Posse Grounds Road and Oak Creek Boulevard. Both of these involve small offsets of the streets, and both still have the ability to be realigned since development has not occurred in the adjoining parcels where the change would have to occur. Therefore, time is of the essence in obtaining these properties before the opportunity for improvement is lost. Both of these intersections may see traffic signals in the future.
- 4. Highway improvements would be the same as on the rest of the boulevard: four travel lanes with bike lanes on each side and with a median with turn lanes. The realignments mentioned above also become more important in order to have the ability to create an effective and viable median for traffic control.
- 5. Pedestrian and bicycle paths are depicted on the map both as paralleling roadways and also as apart from vehicular traffic. These routes connect to other planned paths of the city park system, and also make suggestions for potential new locations, such as along the wash in the south side neighborhoods. It would be desirable to have a good pedestrian walkway from the Soldier Pass activity center up to the Airport "vortex" saddle vista point and trailhead. The Advisory Committee also recommended a sidewalk all the way down 89A to the Y intersection on the south side of the highway, that would not be directly on the highway.

Design

1. The boulevard main street character would be continued to Soldiers Pass. As in the other sections it would depend on a number of design solutions: having the sidewalk set back from the highway (and, depending on their character, adjacent to buildings); creating a landscape or bollard buffer between walk and highway (including clear building number signage, and possibly mileage markers); creating a constant row

of trees to shelter the walkway on either side (adjusted for views as necessary); and allowing and encouraging buildings to move closer to the street in order to create a defined space and pleasing sense of enclosure. A median would also be part of the highway improvement, with art or landscaping or both.

Some of the existing buildings and landscaping already have a character that lends itself to the creating of inviting places for people: the "Cups" bistro and the "Heartline" cafe are examples which can be the start of this boulevard environment.

- 2. The large parking lot serving the Flicker Shack and Artisan's Galleria could be improved and brought up to city standards for lighting and landscaping. Although it may not be desirable to have large parking lots fronting the boulevard, this one could become an advantage by designing the landscaping to allow for other uses such as festivals or fairs. This could also be enhanced through development on either side of the parking to help create a sense of enclosure. The parcel on the hill on the west side could also provide courtyards and pedestrian paths which link to this area.
- 3. On the south side, the alley district could have its own distinct character, one that is more narrow and enclosed and with a pedestrian emphasis. Glimpses and connections to the boulevard should be provided to stimulate circulation to occur between the two.
- 4. The Soldier Pass intersection should have a strong design character, of both buildings and streetscape (lamps, fountains, benches, landscaping) in order to create a distinctive landmark that is a focal point on the boulevard, and to also encourage the connection of the uses on all sides of the intersection.
- **5.** Extending Soldier Pass to the south side of the highway and ending it provides the opportunity for a strong design statement at the end of this visual axis, be it unique building or landscaping. Tree planting along this view corridor would enhance the effect.
- 6. Good pedestrian path and courtyard gathering spaces could link the Soldier Pass intersection to Airport Road and the Elks Club. The improvement of the cemetery adjacent to the Elks Club would also provide a nice park and add to the character of the area (it also happens to be the place where Sedona Schnebly is buried).
- 7. Although the Mountain Shadows/Northview intersection is not as important, some of the same design principles of creating dynamic corner locations and interconnections would be appropriate. This center lies almost midway between Soldier Pass Road and Coffee Pot Drive and by making it more of a focal point it would be more likely for people to walk on the boulevard from the other centers to this area.

- 8. The landscaping of the area between Soldiers Pass Road and Airport Road could create a strong gateway which would dramatize the view that suddenly unfolds once one is traveling down Cook's Hill. There are already some existing large trees which can set the tone for this. Furthermore, the possibility exists for a more formal gateway to be provided, more for the purpose of entering West Sedona from the east and letting people know that it exists, since many visitors are confused and think that Sedona consists of only the Uptown/Creek district. This could be a Sedona-style (red rocks and other appropriate materials) sign and art monument that announced "West Sedona".
- 9. The church parking lot landscaping could be improved, especially in order to provide a better foreground to the magnificent view. If the commercial lot adjacent to it were to be developed, this same concern regarding the foreground would still apply. The Real Estate Central building already repainted its roof eaves to fit into the environment better; the same principle could apply to the rest of the building. The parking area could provide some landscape improvements and also become a more formal vista point, even including places to sit or picnic. Sidewalks can be improved, and landscaping should remain native.

Economics

- 1. Although a few uses were identified, most of the commercial area was envisioned to develop as it may. Like the other activity centers around intersections, the design intent is to provide something focal which can attract people, with the long-range goal that a mix of uses will take advantage of this and create a place of great vitality. Hotels were suggested in order to provide a supporting base of users for this center, and for the most part they are already being built.
- 2. The alley district could create an entire new zone of enhanced value. As already mentioned, however, this is not a simple process and would entail working with a large and varied group of property owners.
- 3. Extending Soldier Pass Road to the south side of the highway and making a connection to Airport Road could also improve the value of all of this commercial area, allowing the uses to connect and work better with one another. Again, the biggest hurdles lies in whether property owners want to work together or not. The city could look at incentives that would facilitate such cooperation.
- 4. The ideal uses for the two lots in the Soldier Pass Wash natural area (north of the highway on Cook's Hill) would require sponsors. For the undeveloped lot, it would require the city or a contractor to purchase the land to assure that it remain an open space view foreground. For the Real Estate Central lot it would require a large

inventor to purchase and develop some type of museum or center (and provide the transit to keep it auto-free!). The latter, however, if well done could become a really great attraction and destination spot for Sedona as a whole. Something so elaborate does not necessarily have to be developed, and a good vista point park would also be a popular attraction.

5. A merchants association can be formed for the entire district or for specific area: the Mountain Shadows intersection, the Soldier Wash intersection, or the alley commercial district.

* Please note that the above recommended directions should be compared to and consolidated with the economic development directions and considerations contained within the "Business Retention and Expansion" and "Focused Future" programs recently prepared for the City.

Implementation Strategies

QUICK VICTORIES

- 1. Obtain the properties necessary for the intersection realignments now, before it is too late.
- 2. Upgrade the cemetery into a park through landscaping improvements, and provide better access.
- 3. Improve the street frontage and landscaping of the large parking lot of the movie theater and artists gallery. Allow for some of the large sculptures to be placed closer to the highway.
- 4. Improve the landscaping and screen the parking lot (and possibly some of the large earth cut) of the First Baptist Church.
- 5. Improve the landscaping at the Real Estate Central site.
- 6. Create the large tree gateway from the commercial area out into the view panoramas of Cook's Hill.

POTENTIAL CHANGES TO SEDONA COMMUNITY PLAN

Land Use:

The following represents the potential re-designations to the Sedona Community Plan Land Use Map that could be considered in order to provide consistency with the land uses described in this report. These potential changes do not necessarily reflect what will actually be recommended for adoption, but illustrate the changes that might be considered as a result of these Phase One recommendations. In many cases, additional evaluation of these land uses will be necessary prior to the formulation of recommended changes to the Land Use Map.

1. North Side 89A (Highway):

- Two parcels across from Les Springs and Rolling Hills Subdivisions:
 - "Highway Transitional" uses with low visibility/profile intended to minimize "strip" commercial development and maintain commercial "core" integrity. Uses could include general commercial or offices with significant landscaped buffers and maintenance of natural vegetation and open space adjacent to the highway (Potential Community Plan Map re-designation of this area to "Transitional"). Future consideration of rezoning to more intensive uses

should be contingent upon large parcel/site plan specific development or redevelopment.

2. South Side 89A (Off-Highway):

Northview to Saddlerock - Short Term Recommendations:

The area immediately adjacent (behind) the existing commercial area (currently designated Single-family Residential on the Community Plan Map) could serve as a transition between existing commercial uses and single-family residential areas by allowing uses, such as offices, that are more compatible with both residential and commercial. This transitional area should generally be one to two lots in "depth" from the existing commercial area (Potential Community Plan Map re-designation to "Transitional").

Northview to Saddlerock - Long Term or Alternative Recommendations:

- Commercial re-development of the above-referenced area to a greater depth could be considered with the long-range objective of providing alternative commercial access with the commensurate closures of some local street intersections with the highway. Likewise, as depicted on the Area 4 map, transitional uses could be allowed to a greater depth (possibly to the existing wash). Although it is not recommended that the Community Plan Map be redesignated at this time, a discussion of re-development potential for this area and recommendations regarding possible future rezoning scenarios should be incorporated into the Community Plan's Land Use Element. Future commercial rezonings in this area should be contingent upon: Parcel consolidation with site plan specific development or re-development (Planned Development) incorporating:
 - Road/pedestrian/bike connections from Northview to Saddlerock Roads.
 - Consolidation of existing parcels sufficient to provide road/bike/pedestrian connections between at least two existing north/south streets for each proposed rezoning.

Saddlerock to Plan area boundary (Off-Highway):

• The area between Saddlerock and Airport Road adjacent to (behind the existing) commercial area has a broad range of uses: single-family residential, multi-family residential, public/semi-public (Eiks) and a cemetery. The east half of this area could be re-designated as public-semi-public on the Land Use Plan Map to reflect the existing uses. Commercial development/re-development between Airport Road and Saddlerock should incorporate

portions of an eventual road/bike/pedestrian connection between these roads.

- Saddlerock to Plan area boundary (Highway):
 - Development/re-development of the existing commercial area should focus on the retention of the existing nursery and upon a wide range of uses, possibly including lodging, further defining this commercial center. An eventual road link between the Soldier Pass intersection, Saddlerock and Airport Road should be a long-range goal. The area between Airport Road and the county line (currently designated Single-family Residential) could be re-designated as highway transitional with the same low visibility/low profile general commercial/office uses as described in the previous discussion for parcels to the northeast, across highway 89A. Access should be limited to Airport Road to avoid further highway curb cuts.

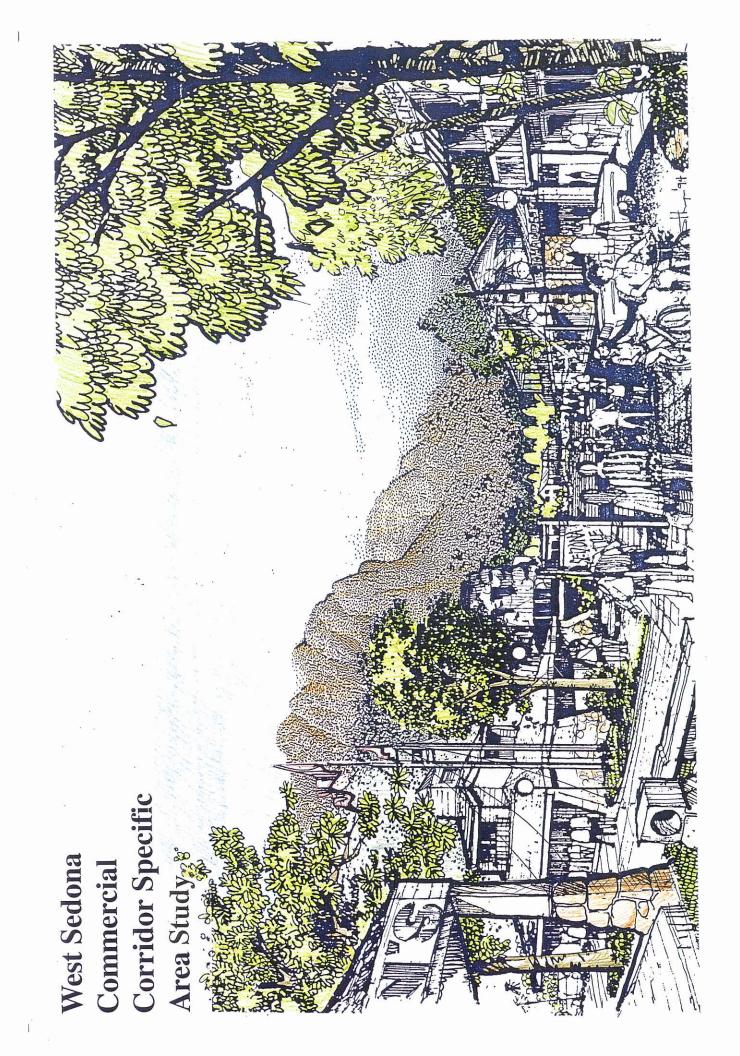
Circulation:

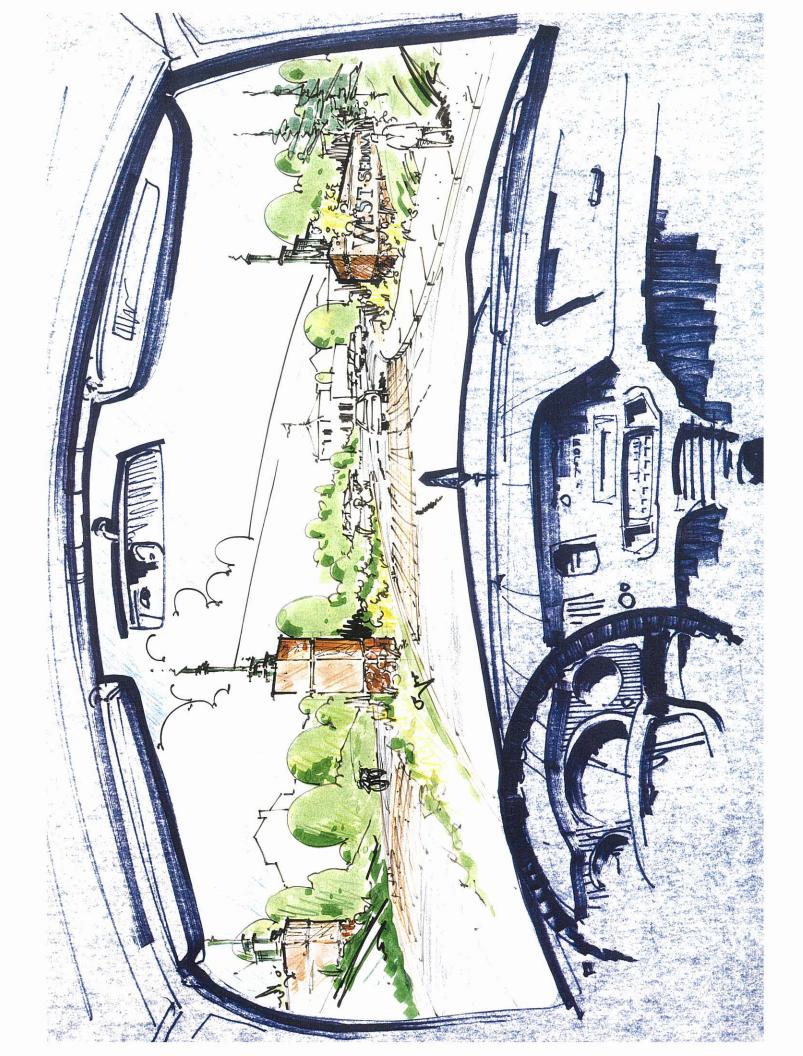
The following represent potential circulation improvements that could be incorporated into the Circulation Element of the Sedona Community Plan based on the Phase One recommendations in this report. These potential improvements do not necessarily reflect what will actually be recommended for adoption, but illustrate potential improvements that might be considered.

- 1. Maintain Vista Montana Road as an all-time open connection.
- Connect Soldiers Pass and Airport Road via alternate connection and link to St. John Vianney Lane. Access to Transitional area to the east should also be provided via this connection if feasible.
- 3. Connect Northview, Oak Creek Blvd., Saddlerock, Soldiers Pass and Airport Roads (See Area 4 Guidelines for details).









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